

# Higher Education for American Democracy

VOLUME IV

*Staffing Higher Education*

A REPORT OF THE  
PRESIDENT'S COMMISSION ON  
HIGHER EDUCATION

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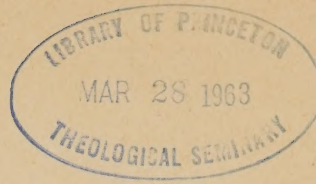
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*Staffing Higher Education*

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PRESIDENT'S COMMISSION ON  
HIGHER EDUCATION



*Washington, December 1947*

Higher Education

for

American Democracy

Statement of the President

A MESSAGE OF THE

THE PRESIDENT

Washington, December 1947

## Letter of Transmittal

### THE PRESIDENT'S COMMISSION ON HIGHER EDUCATION

WASHINGTON, D. C., *December 11, 1947.*

DEAR MR. PRESIDENT:

On July 13, 1946, you established the President's Commission on Higher Education and charged its members with the task of examining the functions of higher education in our democracy and the means by which they can best be performed.

The Commission has completed its task and submits herewith a comprehensive report, "Higher Education for American Democracy." The magnitude of the issues involved prompted the commission to incorporate its findings and recommendations in a series of six volumes, of which this is the fourth.

The Commission members and the staff are grateful for the opportunity which you have given us to explore so fully the future role of higher education which is so closely identified with the welfare of our country and of the world.

Very sincerely yours,

GEORGE F. ZOOK,  
*Chairman.*

THE HONORABLE  
THE PRESIDENT OF THE UNITED STATES.



# Letter of Appointment

THE WHITE HOUSE

WASHINGTON, D. C., *July 13, 1946.*

DEAR \_\_\_\_\_:

As veterans return to college by the hundreds of thousands the institutions of higher education face a period of trial which is taxing their resources and their resourcefulness to the utmost. The Federal Government is taking all practicable steps to assist the institutions to meet this challenge and to assure that all qualified veterans desirous of continuing their education have the opportunity to do so. I am confident that the combined efforts of the educational institutions, the States, and the Federal Government will succeed in solving these immediate problems.

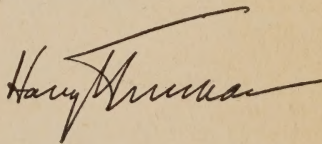
It seems particularly important, therefore, that we should now reexamine our system of higher education in terms of its objectives, methods, and facilities; and in the light of the social role it has to play.

These matters are of such far-reaching national importance that I have decided to appoint a Presidential Commission on Higher Education. This Commission will be composed of outstanding civic and educational leaders and will be charged with an examination of the functions of higher education in our democracy and of the means by which they can best be performed. I should like you to serve on this body.

Among the more specific questions with which I hope the Commission will concern itself are: Ways and means of expanding educational opportunities for all able young people; the adequacy of curricula, particularly in the fields of international affairs and social understanding; the desirability of establishing a series of intermediate technical institutes; the financial structure of higher education with particular reference to the requirements for the rapid expansion of physical facilities. These topics of inquiry are merely suggestive and not intended to limit in any way the scope of the Commission's work.

I hope that you will find it possible to serve on this Commission.

Very sincerely yours,

A handwritten signature in dark ink, appearing to read "Harry Truman", with a long, sweeping horizontal line extending to the right.

## Acknowledgments

The Commission gratefully acknowledges the enthusiastic cooperation and the invaluable assistance it has received from educational institutions and from individuals, organizations, and agencies both in and out of Government.

Dr. John R. Steelman, the Assistant to the President, in his official capacity as liaison between the various agencies of Government and the Commission took a deep and personal interest in its work.

Dr. J. Donald Kingsley, formerly Program Coordinator in the White House office, was extremely helpful in the initial development of the scope and content of the Commission's program. Acknowledgment is also due to John L. Thurston of Dr. Steelman's office for his work in forwarding the activities of the Commission.

Almost every agency and department of Government assisted the Commission in its task. Special appreciation is expressed to the United States Office of Education, the Bureau of the Census, the Bureau of Labor Statistics, the Department of the Army and the Department of the Navy, the Department of Agriculture, and the Bureau of the Budget.

Through the cooperation of the American Council of Learned Societies, the American Council on Education, the National Research Council, and the Social Science Research Council, a special study was made of the faculties of thirty colleges and universities. The American Association of University Professors cooperated in extending the study of faculty personnel to members of its local chapters. The Association of Land Grant Colleges and Universities, conducted a special survey of the extension activities of its member institutions. At the request of the Commission more than 50 professional and lay organizations submitted statements, or assembled data of much value.

Institutions of higher education and State Departments of Education in every State gladly and promptly supplied information requested by the Government agencies through which the Commission carried on much of its research activities.

This demonstration of cooperation reflects the deep public awareness of the problems which face higher education, and is a matter of much gratification to the Commission. It is hoped that these cooperative relationships may, in themselves, suggest a pattern for the continuing cooperation of individuals, organizations, Government agencies, and institutions interested in the future welfare of higher education in America.

Dr. L. D. Haskew, Dean of the School of Education, University of Texas, served as consultant to the Commission in the preparation of this volume.

The Commission is especially indebted to the members of its staff for the loyal persevering and intelligent way in which they have served the Commission. Dr. Francis J. Brown, Executive Secretary, and A. B. Bonds, Jr., Assistant Executive Secretary, deserve special mention.



## President's Commission on Higher Education

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## PREFACE

This is the fourth volume in the report of the President's Commission on Higher Education. It will present the Commission's proposals on the expansion and the improvement of the staffs of our colleges and universities.

If the Commission's recommendations for the broad expansion of higher educational opportunities are to be achieved for the youth of this country, there must be a concurrent growth in the number of faculty members. But growth in numbers alone is not enough. The requirements of a new and complex age underscore the college's obligation to produce rigorously disciplined minds, capable of the technical, personal, and social versatility demanded for successful living. Meeting this obligation will involve sustained efforts at improving the teacher's mastery of a constantly expanding subject matter field, and elevating his competence in presenting his materials.

Other volumes in this Report have pointed out the particularly heavy obligations which American higher education faces at this time. In all of these volumes, however, there has been the realization that our success in meeting these problems will depend upon the courage, the leadership, and the scholarly achievements of those who teach.

A total of six volumes will be issued by the Commission under the general title "Higher Education for American Democracy."

Volume 1, "Establishing the Goals," was issued on December 14.

Volume 2, "Equalizing and Expanding Individual Opportunity" was issued on December 21.

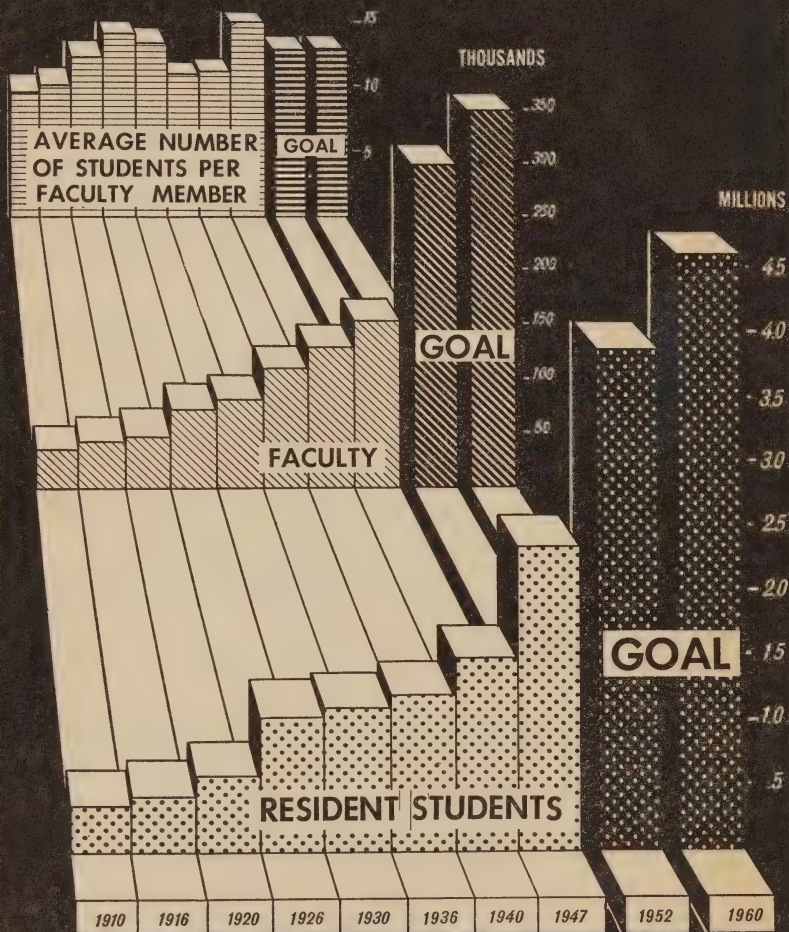
Volume 3, "Organizing Higher Education," was issued on January 12.

Volume 5, "Financing Higher Education," is an appraisal of fiscal needs and policies necessary for the program of higher education recommended by the Commission.

Volume 6, "Resource Data," is a compilation of some of the basic information used by the Commission in preparing its reports.

# FACULTY NEEDED

RESIDENT ENROLLMENT AND TOTAL FACULTY,  
INSTITUTIONS OF HIGHER EDUCATION IN  
CONTINENTAL UNITED STATES, 1910-1960



Data for 1910-47, from U. S. Office of Education



# The Task Ahead

Educational opportunity for every American to the fullest extent of his ability is the announced goal of the President's Commission on Higher Education. In the three preceding volumes of its report, *Higher Education for American Democracy*, this Commission has offered a series of broad proposals aimed at achieving this objective.

The basic recommendations of the Commission envision a potential enrollment of 4 million young people, 18 to 21 years of age, in the undergraduate college in 1960; an additional 600,000 should be registered in the graduate and professional schools at that time.

But there can be no such expansion of enrollment without massive efforts at reducing the economic and other barriers which presently limit the opportunity of millions of our most talented young people. To that end, this Commission has recommended a frontal attack along two major lines. First, through publicly controlled institutions, a nation-wide expansion of community colleges to provide for all who wish it the opportunity for tuition-free education at least two years beyond the high school, and a reduction of student fees above the fourteenth grade. Second, this movement should be supplemented by a national program of scholarships and fellowships in such numbers as to insure that qualified youth would be given the fullest possible opportunity for intellectual development.

This Commission believes that higher education will undergo sweeping curricular changes in the days ahead. The developments in modern technology and the social changes which this will entail, make necessary widespread modifications in subject matter offerings. To this end, deliberate planning is urged toward:

Education for a fuller realization of democracy in every phase of living.

Education directly and explicitly for intellectual understanding and cooperation.

Education for the application of creative imagination and trained intelligence to the solution of social problems and to the administration of public affairs.

But the expansion of facilities, the adjustment of curricula, and the elimination of attendance barriers cannot guarantee an effective system of higher education in America. The fundamental issue is that no program can be better than the people who operate it. This is nowhere so true as in a program for a system that deals directly with people. *Education is such an activity. Its goals are man-made; its accomplishments are determined by personal effort. Its techniques enable capable people to do better jobs; its tools increase the effectiveness of its personnel. Smooth operation and good organization are required, but they are dependent on efficient personnel. At every point the men and women who teach and guide students, conduct research, offer special services, and administer the system, largely determine its character and quality. It is against this background that the Commission proposes to discuss the problem of "Staffing Higher Education."*

## PERSONAL AND COLLECTIVE QUALITIES

**The qualities the individual faculty member should possess include sound scholarship, professional competence, a clear concept of the role of higher education in society, broad humanistic understanding, lively curiosity, a sincere interest in research, insight into motivation, and a sympathetic, intelligent understanding of young people.**

No matter what may be the primary function of the faculty member, he should possess these qualities. In addition, a teacher must know how to make his subject matter alive and understandable to others and to give to students something of his own broad concept of its content and its relationship to other branches of knowledge. Further, he should be able to guide research and to counsel students.

The researcher has a responsibility to teach by example and to create the atmosphere in which intellectual curiosity may thrive.

The administrator's role is to make it possible for staff members to function in a smoothly run organization. He sets an example of how the tools of management contribute to organization, and offers leadership and opportunity to the faculty in its continuing efforts to do better work.

Those who offer special services should always recognize that their function is that of supplying the basic professional assistance which facilitates the operation of the educational process.

Collectively the faculty must realize their intellectual and social interdependence.

### *Functions of the Faculty*

What precisely should be expected of the faculty, individually and collectively? That depends upon the answer to another question:



*To what end* should our people be educated. The faculty must keep clearly in mind the goals of education and then concentrate its energies on achieving these goals in its students. The least that may properly be expected of the faculty is that it should :

1. Teach effectively all those who are admitted and wish to be taught.
2. Teach not only the youth but also those adults who are seeking further knowledge or skills.
3. Guide and counsel students in their adjustment to adulthood and careers. Instill some of the insight, broad learning, desirable social attitudes, intellectual curiosity, and other personal qualities with which the faculty member himself should be endowed.
4. Conduct the research that is basic to an understanding and mastery of the forces operative in this physical, social, and spiritual world.
5. Aid the student in comprehending the relation between fields of subject matter and between research and action.
6. Administer the system of higher education so that it serves as a model of good management and evidences that the academician himself can synthesize research and action.
7. Develop and provide the instructional tools with which to further these ends.
8. Plan constantly to meet the demands that society increasingly places on the higher education system.
9. Lead the community in social and cultural enterprises.

### *Variety of Faculty Personnel* ●

No one individual can be expected to perform all of these functions. In the light of the increasing trend toward specialization, it would be the rare individual who would possess professional competence in all of these activities. Essentially, the modern faculty is composed of five separate groups, although an individual may serve in two or more of them. They are administrators, teachers, counselors, researchers, and special service personnel.

The administrators include presidents, provosts or vice presidents, deans, bursars, registrars, and, in some cases, heads of teaching departments. Quite often these staff members teach and do research, and certainly at least the deans are also counselors. The main function of this group, however, is that of management. Management is much more than the active running of the organization; modern management includes intelligent planning in terms of foreseeable future needs, leadership for the teaching and research staff, and the integration of other staff activities. The personnel engaged in special services in-

clude those who construct and administer mental tests for students and who develop appraisal techniques for faculty performance, those who are responsible for the organization and operation of counseling services, the designers and innovators of audio-visual aids, and consultants to industry. These groups are fairly new to many college campuses, and their acceptance will depend upon the assistance they give the teaching function and all other aspects of the educational program.

Often the teacher is also a researcher. In fact, all teachers should continually engage in creative activity. Just as all teachers should continue investigation and study, so should all researchers be permitted to teach. Rarely, if ever, should the two functions be separated.

Ideally, each teacher should act as counselor to his students. An understanding of the psychology of college-age youth, appreciation of the effects of previous experience, command of the techniques for gathering and using pertinent information about individuals, and a realization that learning is a unique process for each individual are requisites for good teaching. In addition, guidance and counseling have highly technical aspects which require professional competence of their own.

The teacher is and must be the mainspring of the guidance and counseling function, but it is necessary that he receive the assistance and support of a professionally trained counseling staff. Teachers and counselors are working toward the same goals; the professional counselor usually teaches one or more classes, and the teacher has the primary responsibility for guidance of the student in the selection of courses of study, and not infrequently counsels on other problems.

While teaching and research are long established faculty functions, professional counseling and guidance are relatively recent innovations, developed largely within the last thirty years. Only within that time have they been recognized as a true faculty function.

### *Failures of the Past*

What specifically is the task ahead? To answer this question requires a look backward to determine whether the faculty has consistently provided the services required to meet adequately the objectives of higher education. There is little doubt that the faculty has recognized the functions of colleges and universities. There is nothing discussed above which is new to them. And yet it must be admitted that faculties have not consistently met these qualifications. Stronger personnel and better training are required if the objectives of higher education are to be fully realized.

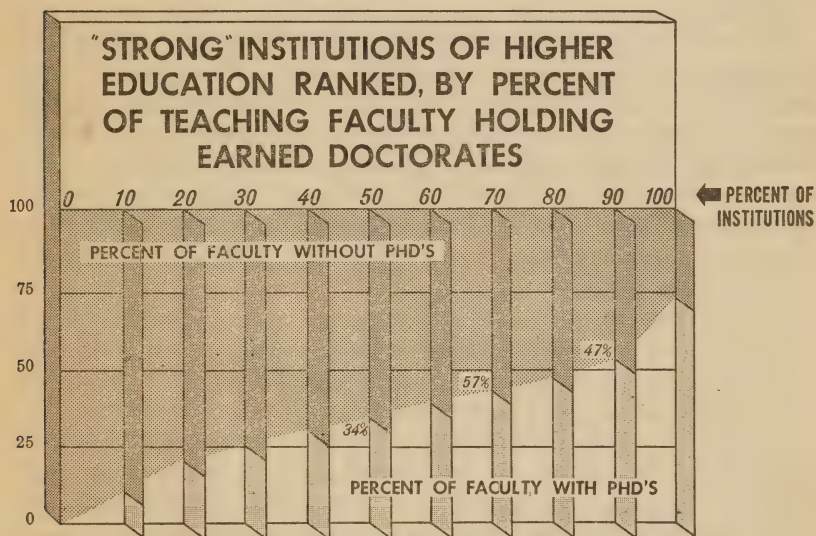
In 1945 a survey of 305 fairly strong colleges and universities revealed that in 10 percent of the institutions, only 10 percent or less of the teaching faculty had a second graduate, or doctor of philosophy



degree. With exceptions for those individuals with rich experience, the possession of that degree represents a minimum level of training to assure the sound scholarship and professional competence which can rightfully be expected of a faculty member. If these institutions were ranked from those with the highest proportion of Ph. D.'s or equivalents on the staff to those with the lowest proportion, the median institution would be one with less than 35 percent of its teaching staff holding that degree. Even institutions which ranked above the lowest 80 percent and below the top 15 percent of the group had teaching faculties half of whom did not possess the doctor of philosophy degree or its equivalent. (See Chart 2.)

CHART 2

## FACULTY TRAINING - 1945



IN THE MEDIAN INSTITUTION, EARNED DOCTORATES HELD BY LESS THAN 35% OF THE STAFFS.

IN 70% OF THE INSTITUTIONS, 57% OR MORE OF THE FACULTY WITHOUT PHD'S

IN 90% OF THE INSTITUTIONS, 47% OR MORE OF THE FACULTIES WITHOUT PHD'S.

Study by North Central Association of Colleges and Secondary Schools of degrees held in 1945 by teaching faculties of 305 member institutions of higher education.

But the possession of the degree is only a first step in the equipment of the teacher. When the Ph. D. represents the completion of a number of formal courses of a low level of importance or without an over-all pattern, and the mastery of an inconsequential research technique, as may be the case, it signifies very little. Only where the degree represents a broad approach to the subject matter field and its relation to human learning, only in so far as it evidences that its possessor can conduct and has conducted independent research, is it a valid measure of preparation.

But the possession of the degree based upon good preparation is still not enough. To knowledge of subject matter and research ability must be added the mastery of teaching techniques. The young instructor frequently lacks this essential skill through no fault of his own, but because the institution did not provide for his acquiring it. Too often graduate schools provide training for research and not for teaching, though a high percentage of their graduates go into college teaching.

*The major responsibility for the inadequate mastery of teaching techniques on the part of new recruits rests with the institutions which prepare them. The institutions are largely responsible for one of the serious weaknesses in our system of higher education—teachers with undeveloped teaching abilities.* There are at least four defects in our system, particularly in the graduate schools which train college teachers: the requirements for the advanced degree, the formal courses offered, the absence of programs for developing teaching ability, and the lack of student guidance.

It is not possible to endow each potential college teacher with all of the personal qualities that have been described, but it is possible to give the student a reasonable understanding of techniques. Even for the limited number of faculty members with doctoral degrees, the training for teaching is frequently inadequate, even though they may have been well trained to conduct research, to work as administrators, or to perform other specialized tasks. A major part of the task ahead is the preservice education of faculty members for the specific responsibilities which will be theirs after graduation.

This is only a part of the problem. Those with the potential capacity to teach must be and can be encouraged to become teachers. It is a well-known fact that many faculty members lack the qualities of a good teacher, while many of the most capable graduate students do not enter college teaching. Thus recruitment, selection, and placement of the kinds of people needed in college constitute a fundamental need.

But more than selection and recruitment are required. Institutions have failed to provide adequate inservice training for new faculty members. It is essential that when the recruit enters the profession he

be encouraged to continue his personal and professional growth and that he be assisted by the institution in that effort.

Thus, the basic needs in developing a high quality faculty are: (1) adequate preservice training; (2) better recruitment, selection, and placement procedures; and (3) a definite program of inservice training.

## FACULTY PERSONNEL REQUIRED

An understanding of the purposes of higher education is necessary before it is possible to determine the numbers of faculty members needed. Two factors must be taken into account: the number and distribution of students by subject matter fields, and the kinds of programs to be taught.

### *Program Needs*

A variety of general and specialized curricula are now offered—humanistic studies, social studies, physical and biological sciences, and technical, vocational, and professional courses of various types. Many of these programs need strengthening. In addition, a wide variety of new courses will require staffing. The volume of this Commission's report "Establishing the Goals" describes the kinds of education needed. A few of the fields which will require new or expanded staff are suggested below.

*General Education.* The crucial curriculum problem facing higher education today is that of providing an integrated general education program. Responses to a questionnaire distributed in February 1947, stated overwhelmingly that colleges are suffering from the lack of faculty members prepared to teach general education courses; that there is an urgent demand now for a large number of people prepared to give those courses; and that this demand will increase during the next five years.

*Adult Education.* Higher education faces the inescapable obligation of preparing adult citizens to meet their problems. Colleges and universities have the major responsibility for preparing leaders of adult groups—leaders who can translate the findings of research into understandable terms, who can give basic information on pressing problems, who can increase the understanding of many citizens, and hence increase their value to society. To meet this responsibility, the institutions must expand their extension programs. The burden of this expansion cannot be borne by those who already have full time teaching loads. Many new, specifically prepared teachers who have aptitude for leading adult groups are needed.

*International Studies.* Colleges and universities should be playing a major role in providing American citizens with the background of



information they need to form the attitudes that will make them intelligent world citizens. College students should acquire a sympathetic and accurate understanding of other peoples as a part of their general education. Some college graduates should be prepared for technical posts and others for positions of leadership in international affairs; many should be equipped to give courses on international relations or on some one region of the world. Research attention should be devoted to the problems of world peace, world trade, and worldwide promotion of democracy. The universities and colleges of the country should provide teaching and research centers on every major region of the world. There is a need for faculty members capable of directing students who are concentrating on professional fields involving international relations, such as diplomatic service and foreign trade. Such programs should develop an understanding of the history, economics, customs, and ideologies of other nations.

*Preparation of Teachers.* The elementary schools of the Nation, according to the United States Bureau of Labor Statistics, contemplate a need for 1,000,000 new teachers between 1950 and 1960. In addition, the professional preparation programs for these people will necessitate devoting more faculty time per student than in the past. A constant pressure for higher certification standards will require that prospective elementary teachers complete 4 or 5 years of pre-service college preparation, and that prospective secondary school teachers complete at least 5 years of such training. The shortage of personnel to provide the necessary instruction for them is acute.

*Counseling and Guidance.* There is an obvious need for the counseling and guidance of students. Ideally, each college teacher should perform this function through day-to-day contacts, thus providing a basis for discovering the student's abilities and aptitudes, and establishing rapport. Since not all teachers are equipped to counsel and guide, professionally trained personnel are required. This service is a responsibility of the faculty, and personnel must be available to meet it.

An example of the difficulties caused by the lack of adequate counseling is the situation which prevails with respect to secondary school teachers. Approximately half of all teachers for secondary schools receive their preparation through liberal arts colleges. Frequently the decision to teach is made late in the student's course. Adequate counseling would help the student identify his vocational interest in teaching early enough for him to acquire adequate professional training. Another example of the difficulties related to lack of counseling is the tendency of a student to transfer to a professional curriculum, such as engineering or premedicine, late in his course. Such changes frequently result in loss of credit and time in preparing for his career.

### *Administrative and Special Service Faculty*

The need for strengthening existing programs and for staffing new programs is not the only factor in determining the desirable size of the staff.

In the years just prior to World War II, about 13 percent of the total staff was engaged in administration. As higher education is made available to greater numbers of people, the proportion of administrators may be slightly decreased. After studying various institutions and the possible needs of the system, it appears that 1 administrator will be required for every 10 faculty members (teachers, researchers, and counselors). As to the numbers required to staff the special services, there is little experience on which to base a judgment. But considering the types and extent of service which will be needed, 1 such person for every 15 teachers, researchers, and counselors would seem desirable. On this basis, a balanced faculty for the Nation then might have approximately the following composition:

	Percent
Teachers, researchers, and counselors.....	85
Administrators .....	9
Special service personnel.....	6
Total .....	100

Thus the problem of determining the size of the administrative staff becomes one of considering the number of the teaching faculty.

### *Teaching Faculty*

In the years just prior to World War II, there was a close relationship between resident enrollment and the size of the total faculty as measured in terms of full time equivalence (i. e., a person teaching half time is considered as a half-person). This relationship, as measured by the number of students per faculty member, showed a slight downward trend from 1920 to 1940 but was in excess of that prevailing prior to World War I. There is no particular sanctity about any student-teacher ratio. The ideal relationship can be determined only through consideration of several factors: the level of education which is being discussed, the changing relationships of teaching and research, the subject matter field, the availability of special professional services, and the adequacy of clerical and other assistance.

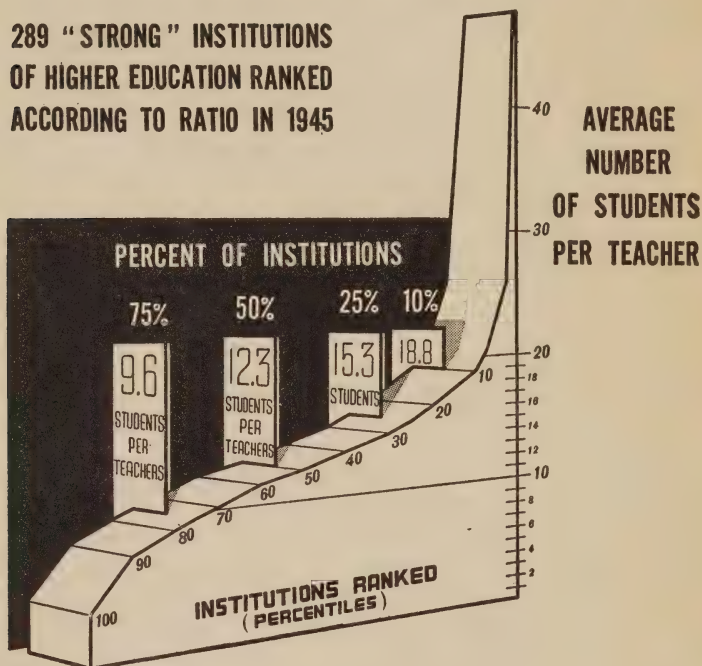
During the regular sessions of the 1946-47 academic year, more than  $21\frac{1}{3}$  million students were on the Nation's campuses. If the pre-World War II trends had prevailed, there would have been a total faculty of about 210,000 persons or 11 students per faculty member. A reasonable estimate of the faculty for that year is 155,000. This is a national average of 15 students per faculty member, with some institutions reporting a ratio as high as 33 to 1. (See chart 1.)

Had these comparisons been made with teaching faculty only, then the ratios would have shown a larger number of students per teacher. For a group of 289 "strong" institutions, the distribution of the student-teacher ratio in 1945 shows a wide range, with the median institution having a ratio of 12.3 students per teacher, and 43 percent of the institutions having a ratio of 13.0 to 1 or higher.

CHART 3

## STUDENT - TEACHER RATIOS — 1945

289 "STRONG" INSTITUTIONS  
OF HIGHER EDUCATION RANKED  
ACCORDING TO RATIO IN 1945



50% of institutions, more than 12 students per teacher.  
20% of institutions, more than 16 students per teacher.  
10% of institutions 19 or more students per teacher.

Study by North Central Association of  
Colleges and Secondary Schools of  
students per teacher in 1945 in 289  
member institutions of higher education

It is obvious that the comparison of the 1947 ratio with those prevailing before World War I or World War II does not enable us to determine the desirable teacher-pupil ratio. It does, however, indicate a trend which throws light on the situation.

Although the use of audio-visual and other teaching aids may make it possible or even desirable to raise the student-teacher ratio



in certain fields, the necessity of providing opportunity for personal association between faculty and students makes it desirable to move in the direction of lowering the over-all student-faculty ratio. This means that the trend of the postwar period should be reversed.

What then shall be the basis for determining the size of the teaching faculty? Obviously the factors cited above must be given full consideration. The need to staff new programs and to strengthen existing ones cannot be ignored. As a result of reports on teaching technique, personal experience, and observation, the Commission concludes that while no one formula is valid for all institutions, all courses of study, and all levels of instruction, some general pattern is possible and desirable as a goal. The Commission realizes that any formula is subject to the criticism that it does not recognize qualitative factors or variation in instructional techniques between scientific courses and those in history, for example. Moreover, it is aware of the fact that there is now no means for determining the number of faculty members needed for the special programs, such as adult education.

While recognizing these and the other limitations of a statistical formula, the Commission believes that the following ratios may serve a useful purpose as a general pattern:

In the 13th and 14th grades (community college, or junior division of 4-year colleges). A national average ratio of 20 students per faculty member.

In the 15th and 16th grades (senior division of 4-year colleges). A national average ratio of 13 students per faculty member.

In graduate and professional (schools above the 16th grade). A national average ratio of 10 students per faculty member.

## THE TOTAL NEED

Based on these ratios and on the enrollment goals established for 1952 and 1960, and here 1952 is shown only as a point of interest, faculties of the following size will be required:

	1952	1960
Administrative and special services-----	43, 000	50, 000
Teaching Faculty-----	257, 000	300, 000
Total -----	300, 000	350, 000

In the light of the above facts it is clear that the number of additional teachers required to man our system of higher education will be enormous. For example, our present staff should be doubled by 1952, and another 50,000 added by 1960.

*The task ahead is of unprecedented magnitude. To provide the number of competent and well-qualified faculty personnel required by American colleges and universities is a problem of the first importance. It can be solved only by herculean efforts.*

# Preservice Education

The graduate schools of American universities have long provided the traditional avenue for entry into the profession of college teaching. These institutions have built a great tradition of scholarship over the years. It is through their work that America has been able to extend her achievements in many important fields of knowledge. There has been in recent years, however, a widening gap between the demonstrated needs of the country for highly trained personnel and the actual offerings of the graduate schools. It is not within the province of this report to investigate all aspects of this situation. The purpose is, however, to explore this hiatus to the extent that it affects the preservice education of potential members of college faculties.

## OCCUPATIONAL INTERESTS OF GRADUATE STUDENTS

Students enrolled in the graduate schools have usually represented at least three rather well-defined occupational interests. (1) The great bulk of enrollment in the past has been composed of those who were planning to teach. (2) There has been a considerable segment aiming at a career in research or administration outside the university. (3) A smaller group has been interested in preparing primarily for research duties on the campus. There have been other interests represented, but these have been a decided minority.

The traditional graduate program aimed at producing the research scholar has been presented with relatively minor variations to one and all of these students. Regardless of objectives or field, the students have been required to follow well-nigh identical procedures. The inflexibility of the graduate schools in the face of demonstrated need for change is a matter of great importance to society. Some effective work was done between 1938 and 1944 by the Commission on Teacher Education in carrying out under the sponsorship of the American Council on Education, a series of



cooperative studies designed to improve teacher education. In the study, *Toward Improving the Ph.D. Degree*, it was pointed out that a great shift has occurred in the objectives and occupations of holders of advanced degrees. It seems likely that the trends noted in that inquiry will be even more marked in the years ahead. The first volume of the Report of the President's Commission, "Establishing the Goals", has presented a number of fields where the need for advanced education will be especially great. The general responsibility of the graduate schools in adjusting to changing social needs is also discussed in this volume.

The present report, however, will explore only the possibility and desirability of adapting the graduate program so that it may better fit the needs of prospective members of college faculties.

The medical or law student enters his period of professional training with well-defined objectives. The medical student is given specific clinical training; in addition, he is required to complete satisfactorily a period of internship before he begins his practice. The law student, likewise, is given definite training in courtroom and other legal procedures. In the education of college teachers, however, it is assumed that the diversities are such that no general plan would be workable. Such an assumption does not appear to be valid and may be used only as a rationalization for lack of careful training.

For at least 20 years there has been a growing demand for change in the education of prospective college teachers. The Association of American Colleges, the American Association of University Professors, the National Society of College Teachers, the regional accrediting associations, and many other professional groups repeatedly have urged more realistic methods for training prospective college teachers. Private educational foundations have subsidized investigations, and various national councils and commissions have issued recommendations.

*In spite of all these efforts there is little to indicate that the graduate schools are fully aware of their opportunities and obligations in the preparation of college faculty members.*

## OBJECTIVES OF GRADUATE STUDY

There are various kinds of experience which the graduate school should offer students preparing for college teaching. Some of the more important are briefly described.

### *Broad Scholarship and Special Competence*

In the first place, we should expect the graduate school experience to provide a prospective teacher with a pattern of study designed to

develop broad and thorough scholarship with special knowledge of his chosen field and the ability to communicate with others at a highly effective level.

### *Unified Knowledge*

There should be a core of unifying, synthesizing studies running throughout the period of preparation but concentrated at the undergraduate level. The basic objectives of this core program are set forth in the Commission's volume, "Establishing the Goals." This program should seek to assure the student's possession of a broad general education in addition to competence in a field of specialization. The compartmentalization of knowledge has grown to such an extent that it has become more and more difficult for students to grasp the relationships of their fields to other disciplines. And as knowledge has grown, the results of compartmentalization have been reflected in increasingly complex social and technical developments which intimately affect human existence.

There is, consequently, need for the broadest kind of interpretive scholarship in everyday life. The multiplicity of subject matter fields makes more and more remote the possibility of any one person's spanning more than a relatively minute segment of human knowledge. By the same token, the increasing specialization within a given field of knowledge has made it impossible for individual faculty members to master completely even the "major" subject of their own specialties.

*This Commission is of the opinion that it is necessary for the faculties of the universities to attack the presently unmanageable bulk of specialized learning in an effort to reduce it to basic, understandable concepts.*

There was a time when the English essayist, Francis Bacon, could take all learning to be his province. That possibility is long past, but the obligation to understand and to teach the basic concepts and interrelationships of knowledge is stronger than ever. A number of institutions have sought to develop a unifying core of studies primarily at the undergraduate level and to a limited extent in the graduate schools. Illustrations of these are the core curriculum patterns of Princeton, Harvard, Yale, the University of Chicago, and a number of State universities. But much more needs to be done. The Commission recognizes the efforts which will be required to effect such a synthesizing of knowledge, and that the task will have to be carried on simultaneously with the progressively more rapid expansion of highly specialized learning.

### *A Base for Continued Professional and Personal Growth*

A third aspect of work in the graduate schools should be that of providing the student with the means of continuing his professional

and personal growth. Too often it is assumed by the student that his education for college teaching is complete when he is awarded the doctorate degree. On the contrary, the training he has received in fulfilling the requirements for this degree should, if successful, propel him to extend his professional competence throughout his active life. The graduate schools must provide training in the essential tools and instill the incentive for utilizing them.

The graduate schools should assure the student, through his graduate studies, at least the following grounding in his "major" field: a knowledge of the history of the field, an understanding of its most important theories and principles, mastery of a substantial body of facts, and a competence in the working tools to extend knowledge. Beyond this, however, it is desirable to provide education that will equip a student with the thought and working habits which are broadly applicable and which will permit him to grow professionally throughout his lifetime. This type of training is a fundamental prerequisite for teaching.

#### *Basic Auxiliary Skills for Transmitting Knowledge to Others*

The most conspicuous weakness of the current graduate programs is the failure to provide potential faculty members with the basic skills and the art necessary to impart knowledge to others. College teaching is the only major learned profession for which there does not exist a well-defined program of preparation directed toward developing the skills which it is essential for the practitioner to possess. The objectives which higher education seeks to achieve cannot be reached unless there is realism in the programs for preparing college teachers.

World War II was the greatest mass training effort ever undertaken in this country. The Nation recognized the great potential resource represented in the training and research facilities of the universities and colleges. These facilities were utilized on an unprecedented scale by the armed forces. Inevitably, defects were revealed in our educational system. The demands of the times were such that a student faced the necessity of absorbing information rapidly and effectively. Ineffectiveness in teaching at times impeded progress in the training program and brought forth such remedial measures as the exigencies of war would permit. A very great impetus was given to the idea of assessing the effectiveness of teaching.

The great postwar migration of former members of the armed forces into the colleges has served to intensify concern for this problem and further to focus public attention upon an issue which had been the concern of the American educator for years. The peacetime expansion of enrollment in American colleges and universities makes still more pressing the problem of providing effective teaching.



It was pointed out in Chapter I of this report that the failure of individuals to learn how to teach is largely the failure of the present graduate school system. Inflexible requirements for the degree, the formality and dispersion of the established curriculum, the absence of programs designed to develop skill in presenting subject matter, and the lack of appropriate guidance have been largely responsible for the fact that advanced degrees frequently do not indicate an ability to teach.

*One would be understandably concerned about submitting his person to the ministrations of a surgeon who had had no opportunity to apply his theory in actual practice. One should be concerned equally at the prospect of exposing the minds of college students to a faculty member who lacks adequate preparation in the content of his field and practice in the presentation of subject matter. The long-term results are perhaps less visible, but nonetheless as damaging.*

It is clear that it may not be possible for the graduate schools to instill the social consciousness and freshness of spirit which ought to characterize the effective teacher in all who enroll as graduate students. This means that in order to achieve effective results, there must be improvement in recruitment and in selection of those who plan to teach. If effective selection could be made early in the college years, the task of the graduate school in developing good teachers would be made much easier. It is impossible to lay down hard and fast rules for the development of teaching ability, but it is possible to state certain principles that may serve as a guide in such efforts.

## ESSENTIAL FACTORS IN PRESERVICE PREPARATION

**This Commission holds that the academic offerings of the graduate schools should be suited to the needs of students who are preparing for careers in higher education.**

This problem has not received adequate attention. The relative amount of effort required for such adjustment would yield rich dividends in terms of steady improvements in colleges and universities. Many needs are common to all prospective college teachers while those who are preparing for specialty assignments have additional requirements. Some of the needs common to all persons seeking positions in higher education are listed below.

### *Period of Preparation*

The program for preservice preparation for college teaching should embrace the equivalent of three years of study beyond the bachelor's degree. Entrance upon college teaching should be made contingent upon possession of this amount of preparatory work as soon as it is feasible to exact this requirement. At least during the

**interim period some recognition may well be given for a certain amount of "equivalent experience" as an important and desirable background for teaching.**

### *Admission*

If the recommendation of this commission is to be carried out that graduate and professional schools should enroll 600,000 students by 1960 there is imperative need for increased facilities for such study. Libraries are already inadequate in most graduate institutions; laboratories are overcrowded; class sections are becoming dangerously large.

These facts are simply a preface to stating that until facilities can be expanded, even greater care and diligence is essential in the selection and admission of individuals to graduate schools as candidates for teacher education. Students should be permitted to choose such a course in a given graduate department only when they can show that they have the background to undertake the program successfully. One of the essential qualifications for such study should be a broad program of general education at the undergraduate level, together with evidence of higher scholastic achievement. Many holders of bachelor's degrees are not qualified for preservice training as college teachers. In many cases they should be required to undertake further preliminary work. This process of admission presupposes considerable expansion of research on factors involved in successful teaching, and the application of these findings by better-trained admissions officers.

A university may properly decline to undertake the preparation of an individual for teaching on the ground that he has certain weaknesses which are irremediable or which the institution, at any rate, is not prepared to remedy. But if it accepts and retains him, it has the obligation to provide him with those educational experiences best calculated to develop in him the qualities that will make him professionally competent.

Economic barriers and racial and religious discrimination have reduced materially the number of excellent prospects which the graduate schools should have from which to choose their students. The means of relieving these obstacles to admission to advanced education are discussed in the Commission's volume, "Equalizing and Expanding Individual Opportunity," and specific measures aimed at their early elimination are recommended.

### *New Patterns*

In order to receive official recognition from the university as a professionally prepared teacher in his chosen field, the candidate should complete what has already been described as a pattern of study, appropriate for developing broad scholarship and the ability to communicate with others at the expert level. The candidate should understand

that he is embarking upon a program aimed at developing competencies. The responsibility for achieving these abilities—with or without the benefit of courses—should be placed upon the candidate.

### *Study Programs and Advisement*

Practically no element of the teacher-preparation program can be required of all candidates without running the risk of wasting time in repeating something already well done. It is indispensable, therefore, that the candidate's achievements and his requirements be appraised with great care in planning his study program. A large share of responsibility belongs to the candidate, but he will require assistance in discerning what he needs to do in choosing among the opportunities available. His progress will have to be evaluated periodically and his plans checked for thoroughness of coverage.

He should be given the opportunity to become especially proficient in some area of human knowledge, but not to the extent of overspecialization. The degree of specialization should vary somewhat with the teaching field, but in general it should follow the professional rather than the academic pattern.

Experience has demonstrated that strict departmental control of advanced degree programs is too inflexible for the achievement of objectives common to the entire university. This idea suggests that drastic changes of policy may be necessary in many graduate schools if they are to plan teacher preparation studies which will be professionally realistic and to operate them on a university-wide basis.

It will be important also to strengthen the present advisory service through systematic efforts to procure highly qualified advisers for the prospective faculty members. Men of broad learning, with deep human understanding, and with a sound grasp of educational objectives should be appointed to these positions.

### *Designation*

The successful completion of the teacher preparation program should be indicated by some suitable designation to be conferred by the graduate school. It is not expected that this designation would replace the doctor of philosophy degree, but would be conferred in addition to the degree to attest the candidate's additional achievement.

### *Opportunity for Training in the Principles of Research*

The doctoral degree as presently constituted is primarily a research degree. Although a progressively smaller percentage of graduate students is preparing for a career which would require the use of research techniques, this Commission feels that opportunity for training in such skills should continue to be universally available to all who are preparing for a career in higher education. The emphasis in these techniques should be upon the acquisition of broad



principles, rather than exclusively upon the mastery of some highly particularized form of inquiry. The faculty member who is to grow professionally and preserve his vitality of outlook must be equipped to work independently.

### *Professional Standards*

Every effort should be made to imbue the prospective faculty member with the ideals of the profession he is entering. A conscious effort should be made to give him insight into the objectives and problems of higher education and into the standards held by those who work and study in this field.

*The teacher in the graduate school can do much, by example more than by precept, to develop high standards of professional life in his students. Honorary and other professional organizations may exert an extremely important influence in challenging the best efforts of prospective teachers. The administration has a distinct responsibility for the development of a carefully planned assimilation of entrants into the profession.*

## INTERNSHIP PROGRAM

The great majority of graduate students preparing for academic careers in the colleges go directly into teaching. Smaller numbers begin their careers as researchers, counselors, or special service personnel. A few, usually the more mature individuals, go directly into administrative positions.

**This Commission recommends that the graduate schools take advantage of the opportunity and the obligation to make a distinguished contribution through providing internship training for those who plan to enter these different fields. The proposal represents a departure from current practice, but one not too difficult to achieve. Most of the elements necessary for successful internship programs are already available on the campus.**

### *For the Prospective College Teacher*

The medical and engineering professions have demonstrated the value of internship as preparation for successful performance. College teaching can derive equally substantial benefits.

*A carefully arranged period of supervised internship should become the very keystone of an effective preparatory program for college teachers.*

What is contemplated here is something far more comprehensive and more expertly aimed at developing teaching competence than the typical graduate assistantships, although based upon the same principle. In most cases, these assistants receive little or no supervision

in their teaching. The intern would not be one who performs only the simple and repetitive tasks connected with teaching, nor would he do one segment of the teaching job without helping to plan the whole. Internship would be on-the-job training in the finest sense of the term.

**This Commission recommends that each graduate school engaged in the preparation of individuals for careers in higher education take steps immediately to expand the supervision of their instructional and research fellowships into a program of real internship.**

The form of these programs would depend upon the ingenuity of the planners and upon the resources available. It may be that each graduate department would prefer to plan this activity independently. On the other hand, individual departments may wish to call upon the graduate school or department of education for assistance. It is possible that adequate opportunities for directed classroom experience could be found on the campus of the institution operating the program. It may be necessary or desirable to establish working relationships with nearby junior colleges or 4-year institutions.

Internship might well contemplate some full-time employment in fields other than teaching. The college teacher needs a rich background of experience in other than academic pursuits. For example, the teacher of economics or business administration could present his theories with much greater vigor after a period of service in business or industry. Teachers of foreign language or international relations could profit enormously from a period of travel abroad, an opportunity now available to many through the Fulbright plan. The political scientist who has worked within government at the local, State, or Federal level is professionally enriched by this experience. The possibilities for such arrangements are limited only by the energy and resourcefulness of those who operate the internship activities.

The core of the internship, however, will remain centered about improving the prospective teacher's performance in the classroom. It will be necessary to greatly extend research into the processing of learning and teaching and of improving evaluation procedures. The inauguration of the internship program should not await the establishment or expansion of these research projects in teaching techniques. They are simply the means of providing for its constant betterment.

#### *For Research Workers*

Those graduate students who are preparing specifically for careers in research should also have internship opportunities. It is a disturbing commentary upon graduate study that so little attention is given to the actual business of teaching a student effective techniques in research. By the same token, the pressure of other faculty duties often prevents close supervision of research projects. But the increasing

complexity of the techniques and equipment of research foreshadow the necessity for a much more formal period of training in methods of inquiry. The vast expansion in the use of machines to perform certain functions in research, the spread of survey and sampling techniques, together with various elements of statistical practice, have opened new vistas for the scholar in a number of fields. It must be remembered, however, that the essence of research is not found in tools or in techniques alone, but must include a single-minded dedication to the search for new truth. The spirit of inquiry and honesty in facing facts can best be learned through actual work with those who have mastered the discipline.

**This Commission proposes the extension of formalized programs aimed at teaching the methods of investigation. Those who are planning a career in research should be assured of the opportunity for training in research techniques under conditions approximating actual work experience.**

#### *For Counselors and Special Service Personnel*

The privilege of learning by doing should be expanded to embrace those graduate students who plan careers as counselors or members of the special services branch of the institution. The phrase "special service" is used here to refer to such activities as test construction and evaluation, counseling services, provision of audio-visual aids, and parallelism maintenance of historical and statistical records of the work of the institution. This group of activities is usually centralized within an institution and is coming to have increasing importance in the management plan of colleges and universities.

**The preparation of an adequate supply of personnel for these activities will be facilitated by the establishment of appropriate internship opportunities. This Commission recommends that such facilities be provided.**

#### *For Prospective College Administrators*

The classroom has been the traditional proving ground for the college or university administrator. A thorough grounding in teaching in an educational institution is certainly a desirable preparation for the potential administrator. It would seem desirable to institute carefully designed programs of selection and training for those graduate students with experience and maturity who show promise in academic administration.

**Administrative skills must be learned largely through experience; but by an internship program, it is possible and necessary to pass on to prospective administrators some of the accumulated wisdom of those who have had successful experience in college and university administration.**



The trainee should have the opportunity through progressively more difficult assignments to learn the techniques of group leadership. By precept and practice the student should be imbued with the attitudes necessary for democratic administration. He should be guided in experiences which would permit him to work with the public relations problems of the institution. If feasible, he should be given experience in the organization and conduct of fund-raising campaigns. In publicly supported institutions he should be acquainted with the problems of legislative liaison. His work should be so arranged that he would have ample occasion to participate in actions directed toward the improvement of instruction. In short, he should be given the opportunity to appreciate the deep insight and great skill necessary in handling the extraordinarily diverse activities of an institution of higher education.

The practice of conducting summer workshops for college executives should be continued and expanded. The most promising graduate interns might be invited to participate in these programs. But in all of these efforts to introduce individuals to personnel policies, operational procedures, and other management skills, it should never be forgotten that the primary obligation of an administrator is to provide the climate of endeavor which will produce the fullest realization of the ideals of learning. It is the obligation of the administration and the graduate school alike to cooperate in developing this attitude in the intern.

## NEXT STEPS IN PRESERVICE EDUCATION PROGRAMS

There is no simple formula for initiating action to put the proposed graduate program and internships into effect. The Commission is of the opinion, however, that there are several lines along which attacks might be launched simultaneously.

### *Leadership*

A vigorous and well-conceived program in a leading academic institution, under the personal championship of a dynamic figure, has frequently touched off chain reactions in educational practice. The time is opportune for such leadership to be exercised in behalf of teacher preparation.

### *Liaison with Employers*

College and university administrators through their organizations should be more vocal as employers in demanding better teacher preparation programs. It would be highly effective if their requests could be made upon a personal, cooperative-planning basis. They should make regular calls upon individual graduate deans, depart-

ment heads, and professors in charge of graduate courses and present, through personal conference, the urgency of their needs for properly trained personnel. Many such conferences are necessary. They should be sought.

### *Reorganization of the Graduate School*

The failure of graduate education to take into account the needs of teachers has stemmed primarily from the amorphous, unorganized nature of the typical graduate school. If only a few of the leading institutions, under the leadership of farsighted presidents, faculty members, and governing boards, would set up a functional organization for graduate education, they would affect immediately the pre-service preparation of college teachers. There are some who go so far as to insist upon the total abolition of the graduate school structure as it stands in 1947. Such a move throws responsibility for standards and methods of training directly upon the departments concerned. The usefulness of such a device would be contingent upon the individual leadership in the various departments.

### *Further Study of the Problem*

There have been a number of interesting efforts made to concentrate attention upon the problem of preparing college instructors but there has not been a long-range, concerted, national effort to improve their preservice education.

**Machinery should be set up immediately for exploring the feasibility of a national cooperative developmental study for the improvement of college teacher preparation. Such a study might be similar in conception to the cooperative inquiries of the Commission on Teacher Education already mentioned. If the exploration indicates that such an undertaking is practicable, no time should be lost in inaugurating it under the sponsorship of a professional organization which could secure the voluntary and eager cooperation of the nation's leading graduate schools.**

The Commission is fully aware that the objectives and programs described in the earlier part of this chapter may not be realized for a period of years. Graduate schools, like other institutions, grow best through soundly conceived, evolutionary developments. The will to seek these developments should become an even stronger, integral part of the planning of every great institution.

## THE IMMEDIATE EMERGENCY

The pent-up demand for college education has brought unprecedented enrollments to American institutions of higher education. The Commission believes that a properly balanced and adequate staff

to handle present and potential enrollment will call for approximately 350,000 faculty members in 1960. This means an increase of more than 125 percent over the 1946-47 figure, estimated at 155,000. It is obvious that concerted action is necessary if 195,000 new faculty positions for colleges and universities are to be filled by 1960.

As a result of this need, graduate schools face an emergency situation if they are to provide to the youth of America the services of instructors who possess even minimum acceptable qualifications. The following steps are suggested for meeting this emergency.

1. Graduate schools might continue to develop and to expand a special 2-year program designed to prepare beginning college teachers. The program should include provision for the broad study contemplated in the regular 3-year schedules. Some degree of specialization may be deferred; dissertations may be postponed; and normal course loads may be raised slightly. Internship for at least half of the period of the normal program should be provided, and increased guidance facilities afforded. The educational experience in this curriculum would, of course, be fully applicable toward the doctor of philosophy degree.
2. Funds from foundations, private donors, and public sources should be made available in generous amounts to finance these special programs.
3. Individual colleges should seek to identify, and enlist in the preparation program, those holders of baccalaureate degrees to whom they can extend reasonable assurances of employment upon completion of the special program.
4. The program to expand educational opportunity recommended in the second volume of the Report of the President's Commission, "Equalizing and Expanding Individual Opportunity," should result in students accepting an invitation to participate in this special preparation program.
5. The entire effort should be coordinated and promoted by a suitable national professional agency.

It is expected that the bulk of the growth in college enrollment during the next decade will be absorbed by the community colleges. The community-centered, community-serving institution is rapidly emerging as a distinctive American institution. The curriculum it is developing calls for some unique teaching abilities. The basic program of preparing teachers for these institutions will resemble closely that which has been discussed at length above. The emergency aspects of the need make it desirable to call special attention to the problem. There are other special subjects which would be included in the training of the prospective community college teacher. For example, the



community college teacher needs an understanding of the community, an insight into the total public school program, and a background in the special professional problems of the community college.

Two years of graduate study, including a rich internship, should be sufficient to equip these teachers with minimum qualifications.

Such a 2-year program, however, should be accepted only during the period of the emergency and as a temporary expedient aimed at meeting the needs of prospective teachers for the thirteenth and fourteenth grades.

# Recruitment, Selection, and Placement

Better education will result largely from more stimulating and challenging contacts between teachers and students. These contacts are primarily person-to-person relationships, which means that the personal equation is of first importance in the educative process. More and better teachers working with more and more interested learners is a large portion of the answer to a better education. How can we get more and better teachers, teachers with sufficient background, understanding, and ability to cope successfully with the fundamental problems involved? The present chapter suggests some answers by treating each of the following aspects of this important question: recruitment, selection, and placement.

## RECRUITMENT OF FACULTY

There were approximately 135,000 teachers and research workers and 20,000 administrative and special services personnel on the American campuses in 1947. As has been previously stated, higher education will require 257,000 teachers and research workers in 1952, and 300,000 in 1960 if this Commission's recommendations are carried out. The number of persons needed for general administrative and special services is expected to rise to 43,000 in 1952 and 50,000 in 1960.

*Considering retirements, drop-outs, and the desirable elimination of substandard and emergency teachers, a minimum of 250,000 new persons will be needed on college faculties by 1960, of whom about 55,000 will be replacements and 195,000 will fill new positions. Such a vast number of top-flight young men and women are not likely to enter the profession in the next 12 years without special encouragement. They will have to be recruited, consciously, directly, and aggressively.*

Vigorous recruitment efforts are justifiable from the point of view of society and the individual. To society, effective college teaching offers a means of bringing intelligence to bear upon the solution of fundamental problems, for the release of human energy through the

increase of knowledge, for preparing people to operate our increasingly complex civilization. To the individual the profession affords an opportunity for maintaining stimulating contact with ideas and persons, rendering satisfying service, and receiving an increasing degree of prestige and financial security.

### *Inducements to Teaching*

Among the more important factors for attracting competent persons into the teaching profession are adequate salaries, reasonable tenure, and proper provisions for retirement. These are discussed in other chapters of this volume.

Beyond these factors, the most important aid in enlisting and recruiting teachers is psychological. In a national opinion poll conducted for the Commission, college professors rank seventh in a rating of the prestige of 90 occupations, topped only by United States Supreme Court Justices, physicians, State Governors, members of the President's Cabinet, diplomats in the United States Foreign Service, and mayors of large cities. It is apparent that teaching in college is generally recognized as one of the most important services to society but too few young people are aware of this fact.

The Future Teachers of America, organized among high school and college students, has for its purpose the giving of information and inspiration to students who prepare for teaching. It is not selective as to membership. No doubt some who join the FTA ought not later to be encouraged to become teachers, but the organization serves the useful purpose of bringing to the attention of many students the opportunities offered by the teaching profession.

There are several preprofessional and professional honor societies in the educational field with chapters in many universities and colleges. While the members of these organizations have usually been identified already as prospective teachers, the activities of these societies doubtless help to confirm them in their ambition. The presence and program of such groups on a campus tend to give prestige and recognition to education as a career.

### *Sources of Personnel*

There are four major sources of supply for new faculty: (1) adults now in some other line of work; (2) recent graduates of colleges and universities not yet established in a life career; (3) students who are or will be enrolled in colleges and universities; (4) secondary school teachers who might wish to enter college employment.

A comparison was made of the number of persons who reported to the United States Bureau of the Census that college teaching was their major occupation in 1940 and the number of faculty members which the institutions reported were on their staff during the same



year. From a comparison of the number reported by institutions and the number of individuals reporting college teaching as their occupation, it is evident that one-third of the total full-time and part-time college and university teaching positions normally have been held by persons whose preparation and major employment was in another field. It is estimated that 1 million men and women in America have had 5 years or more of college training or study. There are many more without this academic background but with rich self-education and practical experience who can teach effectively in their specialized fields. The future will probably see an increase in the use of their part-time services, notably in the expanding field of adult education. The major burden of college teaching, however, should not be carried by persons whose primary interest and preparation lies elsewhere.

A second source of supply lies in the large numbers of graduates of colleges and universities who have taken employment other than teaching but who are not yet established in a life career. It is reasonable to assume that a fair proportion of them would be competent teachers; that a year-round, dynamic recruitment program would draw many young people back to the campuses for graduate work and teacher training. The availability of general fellowships and other attractions might induce a significant, although relatively small, number of otherwise employed holders of graduate degrees to pursue further preparation for college employment.

The recent faculty shortage has been due in part to the restricted number of persons receiving undergraduate and graduate degrees during the war years. The system has failed to receive enough new entrants to serve either as normal replacements or as necessary additions to the present faculties.

In the 6-year period 1940-45, the United States Office of Education reports that only 15,971 doctoral degrees were granted. The possession of a doctoral degree, as previously stated, generally is considered evidence of minimal training for college teaching. Yet of even this limited number, by no means all entered college teaching. In the same 6-year period, the United States Office of Education reports that 100,759 masters degrees were granted, and normally only a very small percentage of these, without additional training, would become members of college faculties. However, in the 1946-47 teacher shortage, recruits were drawn from this latter group and even from graduates with only the bachelor's degree.

The total picture is not encouraging. The United States Office of Education reports that 3,787 doctorates were awarded during the academic year 1947 as compared with 3,290 in 1940 and 3,497 in 1942. Further, there is strong evidence that the graduate students of today are less interested in teaching than formerly.

The largest potential source of supply is the young people presently enrolled or who will enroll in the colleges and universities of the country.

A fourth source would be an unknown proportion of high-school teachers who might desire to become members of college faculties and who would consider this a step forward in their professional careers. Without handicapping unduly the secondary schools, a program of recruitment for the faculties of institutions of higher education should logically be directed to adults already trained and practiced in the educational professions.

## A PROGRAM OF RECRUITMENT

This Commission is of the opinion that the major source of supply for new trained college faculty always will be the student body of undergraduate and graduate schools. The Federal Government, professional and industrial research organizations, and private business enterprises are conducting skillful and well-financed campaigns to attract college graduates. These agencies are offering scholarships, salary inducements, and superior working conditions. In order that colleges and universities may meet this competition successfully, the following recommendations are made.

**Recruitment of needed faculty should be as well organized and carefully conducted as the procurement effort of competing employers.**

The various national educational organizations, through their local units, should conduct talent searches and stimulate local recruitment activity. Carefully chosen visitors and advisers, serving under appropriate organizational sponsors, should interview promising high-school and college students. Advertising and publicity pointing out the rewards and satisfactions of the profession should be directed toward college enrollees and the general public. Professional journals and associations, academic meetings, and honorary societies should strive to raise the morale of those already in the profession and make their enthusiasm contagious.

**Promising students who desire to prepare themselves for college employment should be urged to apply for fellowships.**

In the volume "Equalizing and Expanding Individual Opportunity", this Commission recommends that fellowships be provided by the Federal Government, supplementing State and private funds, as one of the major efforts to promote national interest in advanced training including preparation for the field of college employment. These fellowships are to be open only to advanced students of high scholarship and potential leadership.

The experience of Princeton University with the Woodrow Wilson Fellowships offers compelling testimony to the fact that desirable candidates for preparation as college teachers respond in large numbers to invitations to enter upon graduate study for that purpose. In the immediate future, to meet emergency requirements, universities should approach foundations and other public and private donors for additional funds for teacher-fellowships.

Frequently special scholarships are offered by private organizations for advanced training in a given field—for example, nuclear physics—and these are made contingent upon later acceptance of a position with the scholarship providing agency. It is suggested by the Commission that a given proportion, say 10 percent of such scholarship funds, should be reserved for persons who will prepare for and enter college teaching or research in that particular field. This assures the continuance and vitality of such specialized programs both on the campuses and in the industrial or research organizations.

**The faculty of each institution should stimulate the interest of all students in professional educational activities.**

It seems reasonable to expect that teachers, counselors, researchers, and administrators, with a sincere interest in the over-all welfare of our society, should feel an obligation to recruit outstanding talent, as well as to guide away from teaching and into something more suitable, those who are not well qualified to meet the particular requirements of the profession. The enthusiasm and excellence which we should expect from staff members in the secondary schools and in the institutions of higher education constitute a most effective means of interesting young people in teaching careers. *The influence of excellent teachers is great. The effect of inept, unimaginative teachers in conditioning young people against the profession is equally great and cannot be tolerated.*

Due to the unfortunate economic status of the profession, most undergraduate students evince slight interest in it. Yet the situation is not hopeless. There are many present day college students who have made unrealistic vocational choices, or are still undecided; with proper guidance many would make good teachers and would doubtless find it a satisfying career under the improved conditions which this Commission recommends and anticipates.

**An agency, national in scope, should be charged with the responsibility for promoting and coordinating recruitment efforts.**

The agency chosen might well be one of the existing national professional associations, or it might be a specially appointed group. It would perform the functions of marshalling resources, stimulating action, and focusing public attention. The success of such recruitment efforts as have been proposed above is dependent largely upon the provision of leadership, which must be bold and imaginative in



devising ways and means of picturing teaching as the glorious adventure that it really is.

Stress has been given throughout this discussion to the problem of recruiting for college teaching, but it must be remembered that, in reality, the same techniques and agencies serve also to recruit qualified persons for research work, general administrative functions and the special services.

## SELECTION OF FACULTY

The various techniques and media of college faculty recruitment discussed above would operate consistently at all levels in the educational system.

Selection is a continuous process. Teacher selection begins when the individual first attracts attention as a promising, potential teacher and extends to the time of his final acceptance as an accredited member of the profession. The problem of attracting promising men and women to the teaching profession is one of the most important in American education and the one farthest from solution. The best possible teacher education resources will be wasted if recruits to such programs are from among less able students. This means that at some point or points there must be elimination of candidates who can render more service or less damage in another field.

### *Principles and Procedures of Selection*

Although the process of selection and guidance of prospective teachers is never completed, entrance into the teacher-education program is the time when effective guidance needs to be particularly exercised. The meshes in the selection sieve must be finer at this point than in the earlier stages of guidance. At this point it is the responsibility of the teacher-education institution to dissuade from the program any persons for whom available evidence indicates a lack of the basic qualities for teaching. This responsibility may be more easily met if it is recognized that in such guidance the individual is being assisted, while at the same time future students are being protected.

There is today no positive program for selecting those who should teach. Few graduate schools have machinery or have fixed the responsibility for selecting potentially capable faculty members or for rejecting unlikely ones. Relatively little is known about the candidates' previous experiences and personal qualifications when they are admitted. Further, there are few graduate curricula specifically designed for the preparation of faculty members, and, in most instances, only academic attrition is relied upon to make selection from among those who are in training.

A serious result of this lack of selection at the admission level and during the preservice period is that prospective employers find it difficult to secure pertinent information about faculty candidates. Most of the available evidence is restricted to formal records of credits and grades, or is based on subjective factors. Nowhere does there exist a well-defined, scientifically planned program for assembling objective, unbiased reports which will contribute to the final selection of faculty talent.

**A positive program for developing an effective selection process requires a general acceptance of certain fundamental principles and an application of them in the procedures adopted. The following principles are recommended:**

1. That the university graduate schools take initial responsibility for preadmission and in-course selection of prospective college faculty. Personal qualifications, social attitudes, educational training, scholastic achievement, interest in and grasp of the subject matter, are among factors to be considered in the evaluation of each student's potential.
2. That there be Nation-wide acceptance of a three-year period of graduate study as the normal and proper pattern of preparation. This allows time and opportunity for a realistic study and selection program. For prospective teachers in junior colleges, for teachers in special fields such as the arts, and for emergency posts, special preparation programs may be acceptable.
3. That internship, under graduate school sponsorship, is a necessary preparation and an invaluable means of appraising would-be college faculty members.
4. That there be a distinct and official designation for students who have completed the essential preparation programs.
5. That institutions of higher education select their faculties from those who have been officially designated by the graduate schools or from persons possessing experience equivalent to the preservice teacher training.

**In order to implement these principles, the academic institutions must:**

1. Create criteria and develop machinery for initial selection, counseling, and final approval of teachers.
2. Develop and use the intern system as well as appropriate tests for measuring not only sound and well-rounded scholarship but also teaching aptitude.
3. Develop criteria for evaluating nonacademic experience in specialized fields as background and preparation for college employment.

4. Develop techniques for evaluating the probation or orientation employment period in terms of selection of permanent staff members.
5. Develop pertinent and reliable information regarding prospective faculty employers.

### *The Administrator's Role in Selection*

The administrators have the responsibility for selecting faculty members and are in the key position to provide conditions conducive to personal and professional growth. *In order that appointments may be made on the basis of merit, to the exclusion of extraneous factors, the qualifications to be emphasized are those which have a direct bearing on teaching success.*

Preference in selection of faculty members because of local residence, and discrimination because of marital status, race, or religious affiliation is unscientific, unprofessional, and un-American. The promotion of democratic ideals which is so peculiarly a responsibility of educational institutions suffers greatly through failure to practice consistently these ideals in the actual operation of the colleges and universities.

Colleges and universities annually appoint two kinds of faculty personnel: young men and women, to carry on introductory work and to assure the vigorous continuity of the several departments; and distinguished persons, for advanced work and immediate prestige. The latter are easily singled out by their reputation among their fellows.

In choosing young people, colleges tend to follow two opposite rules: they take their graduates or they take any but their own. The arguments are evenly matched—one, that colleges know their own product best and think it the best trained; two, that filling the ranks exclusively from their own people soon produces the bad results of "inbreeding." Both rules work against the only good rule, which is to judge cases as fully as possible on their merits, and to choose not classes of men but individuals.

In theory, it should not be difficult to discover a candidate's qualifications before hiring. The applicant customarily submits a complete scholastic record, letters of recommendation, and he is usually available for interview. Reports from those who have had previous work experience with the candidate ought to be indispensable sources of information about such qualities as sincerity, ability to cooperate with associates, initiative, and energy; but unfortunately even this kind of information rarely provides a forecast of teaching ability. Favorable reports on the applicant's work as an intern and later, in the probation employment period, are perhaps the surest indications of the probable success of the new teacher.



The personal interview is an extremely fruitful means of appraising characteristics such as appearance, voice, poise, and habits of dress. It also may afford an excellent informal opportunity for the officials of the institution to judge whether the applicant has faith in his work and definite ideas for accomplishing his educational purposes. The interview is helpful to the applicant also, in that it may give him insight into the objectives of the institution, and indicate the relationship of the institution to the community.

A word of warning derives from the observation that good teachers will never be identical. They may differ in endless, unpredictable ways, yet together may form an admirable faculty. This is possible because the students also display a variety of human traits and cannot all be reached and moved by the same approaches. Skillful selection acknowledges differences in persons and situations; locates and defines the competencies of staff members in terms of the people with whom they are to deal, the environment in which they are to work, and the objectives toward which they are to strive. Having selected its faculty, the institution should be ever imaginative and experimental in devising new ways and means for developing further the competencies needed.

## PLACEMENT OF INDIVIDUALS

American tradition generally upholds the freedom of the institution to choose its teachers. Selection is ordinarily made by the administrative officials of the institutions. **For maximum efficiency in bringing together supply and demand, this Commission recommends the establishment of a Nation-wide clearing house of information regarding personnel needs of colleges and universities and personnel to meet these needs.**

Negotiation between prospective employers and employees may be direct or may be carried on with further assistance from the clearing house. Periodic follow-ups would insure that the record of every applicant contains up-to-date information, and those who are not eligible for immediate employment are weeded out of the active list. The services of the agency would be made widely known through cooperative agencies, but information regarding individuals and institutions would be kept strictly confidential.

Such a clearing house program would be national in scope but might also provide valuable service to prospective employers and employees in foreign countries. It will be eminently successful if used to supplement and coordinate the placement activities of professional organizations and other agencies. It will require liberal financing by the Federal Government or by voluntary associations and institutions.



## Inservice Education

Success in the future for higher education requires the most effective instruction that it is possible to achieve. Ineffective teaching cannot be tolerated, and more effective teaching will need to be constantly sought. Faculty personnel will need to be alert to rapidly changing methods and techniques of research.

Changes in our social and economic life, usually gradual, were accelerated by World War II. Higher education must do more than reflect such change; it must be a forceful agency in giving direction to these changes. But colleges and universities will exercise such leadership only if experienced faculty members, thousands of young beginners, and the inadequately prepared instructors brought in to meet emergency needs, are all challenged vigorously to strengthen both their command of subject matter and their conduct of instruction and research. They will need also to keep pace with the increasing number and kinds of responsibilities thrust upon them.

**The process of strengthening the effectiveness of the faculty cannot be left to chance. Comprehensive programs for inservice education are needed on every college and university campus.**

No over-all pattern can be recommended since the nature and extent of such a program will vary with individual institutions. But inservice education frankly recognizes that initial employment as a faculty member marks only a change in the scene of self-education, not a terminal point. The attainment of permanent tenure marks arrival at self-responsibility for continued growth, not the peak of educational attainment.

Although no sharp line of differentiation exists between the responsibility of the institution and of the individual for his continuing education and improvement, they are discussed separately in the following brief analysis of desirable inservice activities. It is recognized that the attitude of the faculty member toward self-improvement is just as vital as that of the administration if any program for the improvement of teaching and research is to yield results.



## THE INSTITUTION'S RESPONSIBILITIES

No attempt is made in this report to distinguish between the various levels of administration that are responsible for the in-service program. Some of the suggested activities involve top administration; this is especially true in the development of an atmosphere which will not cater to mediocrity and which will encourage the entire staff to strive for ever more effective results. Other activities rest largely with the dean of a college or the chairman of a department.

At least six types of activities, each possible of wide variation to meet local needs, are desirable means for the in-service development of faculty personnel. These are the induction of new members, opportunity for group participation, intervisitation and exchange, use of outside resources, the development of central services, and directed teaching.

### *Induction of New Faculty Members*

For many years, it has been the practice of a number of colleges and universities to require new students to come to the institution several days before college opens. During this period a carefully planned program is given to imbue them with the purpose and spirit of the institution and to acquaint them with its services.

The typical new faculty member arrives only long enough in advance to find housing accommodations, procure his teaching schedule, and be assigned an office. Yet certainly it is more important for the new faculty member than for the new student to be at least as fully oriented to the institution. Orientation sessions for new faculty members may be used to build morale, acquaint them with resources for instruction and research, and put emphasis upon teaching for the sake of the whole college as well as for the sake of the department. Careful attention to welcoming and guiding the individual entrant pays high dividends.

An increasing number of institutions have found it desirable to prepare a concise summary of the history, purpose, and operational procedures of the college to present to new faculty members. The preparation and frequent revision of such a manual also provide a further opportunity for in-service appraisal of existing procedures jointly by faculty and administrative officers.

### *Opportunity for Group Participation*

The most obvious opportunity for group action is in the regular faculty meetings. Yet all too often they become tiresomely routine and deal with unimportant details rather than significant issues. The regularly scheduled, periodic faculty meeting is one of the oldest institutions of college life. At one time it was expected to carry the

major burden of "educating the faculty." Within recent years its functions in this respect have been largely supplanted by cooperative, informally scheduled group studies.

Whether the formal faculty meeting is an asset or a liability in a program of in-service education depends largely upon the purposes which such meetings are to serve. Faculty meetings are assets when they are designed deliberately and skillfully to build morale. They should be carefully planned and expertly conducted, or not held at all. Successful faculty meetings have presented opportunities for one department or division to get to know what another department or division is doing, and why. They have been devoted to presentation of current data about institutional enrollment, admission policies, and the marking system. They have allowed actual demonstration of services available from such resources as the college Central Services Divisions. They have featured speakers with new ideas. They have afforded opportunities for round-table discussion of current issues.

For a faculty, busily engaged in a wide variety of improvement projects, meetings may well be few and devoted chiefly to the building of morale and of common grounding in institutional policy. On the other hand, if all college meetings are to be the core of the improvement program, they deserve tangible administrative support not only through careful planning but also through the investment of such funds as may be necessary, for example, to procure leaders in various fields from outside the faculty.

Departmental meetings provide another opportunity for group participation. Discussions and reports of such matters as course content, methods of presentation, facilitation of essential class routine, and research activities of department members and students can make such meetings a basis for the continual growth of every member of the department.

Less obvious but equally important is provision for faculty participation in one or more of a wide variety of other meaningful group activities. Groups of faculty members may engage in planning for general education, in projecting particular courses, or in degree programs. To illustrate, the realization of a college's objective to develop the scientific attitude may call for committee work of continued character; or, volunteer groups may plan and execute testing programs and set up experimental teaching procedures. The extent to which group faculty endeavor is employed in some institutions to recast college and university instruction is an impressive feature of modern higher education.

An extremely important area of group endeavor is that of developing the most effective means of stimulating and guiding research by students. This is even more important in relation to the term papers

and incurse projects of undergraduates than in relation to research at the doctoral level. It is while still an undergraduate that the research attitude is developed and primary techniques are mastered. The coordination of a series of individual research projects into a significant study has frequently been developed through group planning by faculty members.

Since the value of group participation depends so largely upon the spirit in which it is conducted and the methods of its operation, the general principles of group action are briefly summarized below.

*Voluntary participation should be the major pattern.* Spontaneously formed groups to work on problems of immediate concern, such as the selection of films for a course in biology, usually start faster and go farther than formal committees appointed to carry on a complete curriculum study. Even when a comprehensive curriculum revision program is contemplated, it is a good policy to make individual participation voluntary.

*Group work is most productive when the objectives are of immediate concern to the persons involved.* A typical faculty group works much harder at the task of defining "teaching load," for example, than at "defining the relationship of the college to the social order." The problems of administrators or other leaders may not be problems in the minds of teachers; it is a mistake to assume that the existence of a problem and the eagerness of a faculty group to attack it are synonymous.

*Group decisions should result in action.* Faculty members must see that their deliberations and study do have immediate effect. Long term, abstract study alone does not hold interest or induce the intense effort which is desirable; deliberations which have some immediate results, such as the purchase of new movie projectors, or the issuance of a career guidebook for students, give faculty members a satisfying sense of accomplishment. No means of overcoming the dampening effect of administrative vetoes or inertia have yet been found.

*Consensus is the aim of group study.* Listening to arguments and then taking a vote is not the process for getting the most out of group study. Attitude polls based on thorough discussion are preferable to firm commitments by individuals. At its best, group study results in the generation of new ideas to which most participants can give allegiance; it is less productive when it eventuates in merely counting the adherents to differing old ideas.

*Informal procedures are most desirable.* Much promising group endeavor has been stifled by too much formality in procedure. Group study meetings are best when they are work sessions unhampered by the restraints imposed by strict parliamentary decorum. Too much concern with the lines of authority frequently destroys initiative and



originality. Few administrators, or other faculty leaders, have become sufficiently familiar with the growing body of knowledge concerning the strategy of group leadership; yet, there is ample evidence that proper strategy can assure desirable outcomes.

*Skillful leadership is necessary for successful group meetings.* Many promising group endeavors bog down because study sessions are so conducted that they frustrate most of the participants. A study group is much more than several persons who get together and talk—or listen. It is a team which is attempting to do by collective effort a job which no person could do so well alone; skillfully led group meetings facilitate teamwork.

*Follow-through between meetings is essential.* The effective group meeting results in acceptance of tasks to be performed in preparation for the next meeting. It is a major function of leadership to take steps that will assure the performance of such tasks.

*Effective procedure is from specific to general.* Administrators tend to think in terms of a logical approach to curriculum problems—formulating an over-all philosophy first, then stating broad objectives, appraising the present program in terms of those objectives, defining weaknesses, and discovering ways to eliminate them. Experience demonstrates that this approach is likely to be unproductive of the one essential change, a change in the thinking and teaching and research activities of individual faculty members. Far better results have been secured by approaches which seize upon the expressed concerns of faculty members and provide an opportunity to do something tangible about those concerns. This type of approach proceeds from the specific to the general, from the symptom to the cause, and then to the remedy.

*Organization for group work should be kept simple.* Machinery for conducting group studies need not be elaborate, and is always a secondary consideration. Focusing attention upon the organization rather than upon the objectives may retard desirable developments. Maintaining a pattern is not nearly so important as providing for the progress of ideas.

### *Intervisitation and Exchange*

Institutions seeking faculty improvement would do well to provide freely for intervisitation of faculty members. Such visits may be to classes either within or outside of the department, or to classes in other institutions. Such visitation should not be left to the whim of an instructor but should be an integral part of the inservice education program. To make each visitation most effective, preliminary planning is essential, and the department head or dean has a major responsibility in developing it.

Visiting may be a group enterprise as well as an individual undertaking. "Clinics" which revolve around the teaching of one volunteer

who has been observed by a group of colleagues frequently have proved successful.

The practice of interinstitutional exchange of professors has a long history in America, but has never been common. When this device is used in favorable conditions and is planned to afford opportunity for individual development, it has great potential usefulness—especially since exchange with foreign universities again is becoming possible and is increasingly desirable.

**It is strongly recommended that faculty intervisitation and exchange become widespread and more effectively employed as a means of inservice growth. Some steps should be taken to facilitate this development.**

### *Drawing Upon Outside Resources*

Consultants from outside the college may render distinct service not only to planning groups but also to the entire faculty. Leadership makes one of its richest contributions in serving as liaison between local needs and outside consultants. Capable speakers on technical or popular subjects may keep the faculty more fully informed of significant developments outside of its own field of usual interest. The typical college or university has made, in the past, only slight use of consultative and other services; it should tap these resources more fully in the future.

Another means of using outside resources is through participation in interinstitutional studies. Recent years have witnessed such undertakings as the Cooperative Study in General Education and the cooperative studies of the Commission on Teacher Education of the American Council on Education, both of which have made marked contributions to the growth of individual faculty members. Moves now underway to launch or expand regional studies of the same character are promising extensions of a valuable idea. College and university leaders would do well to explore the possibilities inherent in such voluntary and cooperative action.

### *Development of Central Services*

There are many services, requiring specialized personnel and expensive equipment, which are an integral part of the activities of various groups on the campus. Some of these are evaluation programs, testing programs, audio-visual aids, statistical services, reference services. The last decade has witnessed the establishment by several universities and colleges of central units to provide these services. Their establishment not only effects economy for the institution but also serves as an aid to the individual faculty member and assists in unifying these activities on the campus.

A centralized agency to prepare examinations for individual courses has the advantage of freeing the instructor's time for other activities. Such service is especially helpful when objective tests are used. To be used wisely, however, and to assure inclusion of the factors emphasized by the instructor, there should be adequate consultation between the teacher of the course and the person in the testing service who prepares and scores the examination. There is testimony that technical assistance on tests has made fundamental improvements in the practice of teaching by many instructors. Such centers may make even more significant contributions to faculty growth in the future.

Since the statistical aspect of research is being done more and more on machines, there is now greater need than ever for a centralized statistical service headed by a competent statistician. Not only can the machines save time and labor, but the statistician in charge of that service can do much to improve and coordinate the research activities of both faculty and students by providing information on what others are doing and expert judgment on statistical techniques.

The library should be adequately staffed to serve the faculty by preparing lists of references, current bibliographies in specific fields, and photostat service. Such materials made available to the faculty will do much to improve both teaching and research. Too often the library is thought of primarily in terms of its help to students, not as a central service for the faculty.

Through interlibrary loans and other techniques much more extensive use can be made than at present of the rich resources of the larger libraries and especially of the Library of Congress.

Equally important services can be performed by centers for audio-visual aids. The importance of radio, recordings, motion pictures, filmstrips, slides, exhibits, and other similar instructional aids can no longer be questioned. Their supply is increasing, but they are of no value unless used by the faculty. The central agency should not only make them available, but should also inform and assist faculty members in selecting appropriate material. Many instructional aids can be procured for permanent possession or on a loan basis, often at very little cost, from industrial and commercial organizations. Several universities and colleges have established audio-visual aid centers under the direction of specialists who make such materials available not only to their own faculty but also to those in smaller institutions that cannot maintain so extensive a supply.

The voluntary State associations of colleges and universities might well develop the programs for State-wide central services. Or such leadership might be taken by 1 or more of the institutions. For example, in 1 State, 2 universities and 4 teachers colleges are co-



operating with 27 high schools in an experiment aimed to determine the most effective procurement and use of films at all levels of education.

One great weakness in higher education is the lack of knowledge of the impact which instruction and research may have upon the student. Investigation of this fundamental question has been piecemeal and inadequate. An expertly led, long time, cooperative study of what happens as the result of teaching in a given college would be a prime means for bringing about decided growth on the part of faculty members. Such an investigation is under way at Princeton University, to continue over a number of years, and efforts will be made to determine the gross effect of the college upon the lives of its students. Other studies, primarily emphasizing the evaluation of curricula, have been made at Ohio State, the University of Chicago, the University of Minnesota, and other institutions.

There is no better way to improve instruction than by having the faculty constantly seeking to measure the product of their instruction. A central service can provide the guidance and stimulation, as well as technical assistance, in such evaluational procedures of the college as a whole, of curricula, or of individual instruction. The appraisal of results is a determining factor in setting the goals for both instruction and research.

### *Directed Teaching*

Schools below the college level have long recognized that directed teaching is one of the extremely important means for the improvement of instruction. But in college, even a young instructor is usually left wholly to his own devices unless, of course, his teaching is so ineffective that students report it to some administrative officer.

Most colleges and universities are even now reluctant to employ the supervisory approach to the improvement of instruction, in spite of large numbers of inexperienced teachers. Directed teaching at its best is a consultative, professional service to professional people; it need violate no sound conception of academic freedom or of professional prestige. The need for it is great and will be greater each year. A fundamental change in policy on the part of colleges and universities is desirable. Supervision, in the finest sense of the term, is a positive contribution to the professional growth of the individual. It should become common practice on every college campus and be the responsibility, largely, of departmental chairmen.

Some institutions have initiated one or more of the policies suggested, but much too large a percentage have ignored one of their basic responsibilities—that of stimulating the personal and professional growth of all members of their staff. Too few have provided concrete programs of inservice education even though they may have given lip service to the desirability of improved teaching and research.

## THE INDIVIDUAL'S RESPONSIBILITY

*The most comprehensive program of inservice education will be of little value unless each member of the staff recognizes its importance and participates wholeheartedly in it. There is no place in higher education in the years ahead for the college teacher who smugly assumes he cannot improve his teaching or the quality of his research product.*

There is great danger that inservice education will be conceived primarily as something done *to* people rather than *by* people. Some of the many activities which college teachers may initiate for their own self-improvement include: organized study, development of research, self-and-student rating, and participation in professional associations.

### *Organized Study*

Faculty members, both new and experienced, should take advantage of opportunities for further formal study in their own field, in new subjects, or the general field of higher education. Many graduate schools are to be commended upon the rich opportunity they afford for such study. Some few colleges are placing all staff members on twelve-month contracts with the provision that they engage in study during the summer quarter; it is reported that the move is a popular one. If those who do engage in advanced study can have increased opportunities to pass on to colleagues ideas they have gained, additional benefits should result.

Departmental, divisional, or college seminars for faculty members have yielded good results. Some such seminars deal with problems of instruction or student guidance. Others consider new contributions to a teaching field, such as recent developments in measuring intelligence. Particularly valuable have been the seminars upon some broad social problem, such as the future of urban development, which assemble scholars from several academic fields to pool the findings of their specialties.

A number of universities sponsor regular study for younger instructors. Others have attempted to prepare for broadened basic courses by organizing classes in related fields—a course in the history of painting for English majors preparing to teach humanities, for example. Occasionally, a formal, locally conducted class in the objectives of higher education or methods of teaching has been deemed to be reasonably successful. Valuable services are being rendered through instruction in higher education now being offered by a few of the large universities.

The relatively few postdoctoral centers in the country now provide the capstone of the organized study programs for mature faculty

members. This type of scholarly effort exists best where there are superb facilities of personnel, library, and laboratory. A number of the great foundations have long recognized the desirability for affording outstanding persons the opportunity for highly specialized study beyond the doctoral degree. The rapidity and diversity with which academic fields are developing strongly underwrites the need for expansion of such study centers. These postdoctoral institutions, staffed by communities of great scholars, and adequately supported with the material means for research and teaching, represent an indispensable element in constructive planning for raising the level of collegiate instruction.

Particularly promising is the possibility of developing large university programs of service to smaller colleges, taking the teaching resources of the university to college instructors through planned institutes as well as bringing the instructors to the university. Many colleges of education have demonstrated the value of inservice assistance to public school systems; universities and colleges may well cooperate in the same manner with smaller institutions of higher learning. Such off-campus service will be a mark of distinction for the graduate school of the future.

The value of summer workshops for college teachers has been demonstrated conclusively. Organizations, as well as individual colleges, attest the contributions made to the personal and professional development of workshop participants. It is recommended that this means for promoting faculty growth be accorded widespread attention.

Special attention is called to the educative value of practical work experience outside the field of regular academic teaching. The teacher of sociology who works in a social service agency gets insights and appreciations which could hardly come from reading the printed word; the teacher of statistics may derive great benefit from participating in a large field survey. It would be difficult to think of better antidotes for too much detachment from the world of reality.

The provisions of inservice education should take into account the significant demand for college and university administrators capable of exercising leadership of truly creative character. Several leading universities have set a pattern through the development of special courses for college administrators. Too many enter upon their responsibilities without even the rudimentary techniques of their jobs; the statesmanlike characteristics which their position demands are undeveloped.

A fourfold attack may bring about the elimination of this serious lack: First, there is needed an organized attempt to identify those faculty members with administrative leadership potentials, and to interest them in preparing to assume such responsibilities. Second,



even more credit and noncredit study opportunities for administrators should be developed by suitably staffed universities; professional organizations and educational foundations should join in making such programs accessible to as many individuals as possible. Third, professional organizations should take the leadership in expanding the "School for Executives" idea. Fourth, the development of internship programs for administrators in training should be accelerated.

### *Opportunity for Research*

The conduct of individual research is one means of furthering individual faculty competence. It is through research that a faculty member becomes an authority, adds uniqueness to his teaching contributions, feeds his own intellectual curiosity. As with other worthwhile activities, research may be abused and made to detract from effectiveness of teaching; it makes its richest contributions to faculty growth when it is employed deliberately as only one phase of well-rounded teaching performance. Fellowships frequently foster research interest, overcome economic barriers to individual action. Provision of time for research does not guarantee individual activity, but lack of time is almost certain to guarantee inactivity. The schedule for teachers should take more account of this fact.

Not only does research contribute to the professional growth of the faculty member, but it also may be a basic factor in providing for student growth. The parallel functions of higher education—teaching and research—cannot wisely be separated. As pointed out in the 1947 Report of the President's Scientific Research Board, the research role of the colleges and universities is uniquely that of developing potential scientists, then conducting basic research and, only incidentally, except for that conducted under contract, is it that of procuring significant results from applied research.

### *Assistance through Rating and Student Reaction*

Some colleges use programs of individual rating as stimuli to individual action. Self-ratings seem to be the most productive; administrative rating devices and procedures are fraught with grave dangers, and should be used with caution.

The case for student evaluation of instruction as a means for improving teaching excellence is a strong one. Most theoretical objections to it vanish when practical try-out is made; faculty acceptance is typically favorable. Faculty-student analysis of course content, of degree patterns, or of college services has been helpful in changing teacher-pupil relationships for the better.

The counseling of students may be a further means of increasing the effectiveness of teaching. Excellent results have been achieved in several colleges from procedures which encourage faculty members

to engage in long-term studies of individual students. Changed attitudes, increased insights, more sympathetic understandings emerge.

### *Participation in Professional Organizations*

The large number and wide variety of voluntary professional organizations, which characterize American higher education, provide an opportunity for all faculty members to affiliate with others of like interest. General organizations such as the American Association for the Advancement of Science, the American Association of University Professors and special groups in a single field such as the American Association of Collegiate Registrars or the American Sociological Society can be important agencies in the inservice education of faculty personnel provided they direct clear-cut attention to that end.

College faculty members too seldom have or take advantage of the opportunity to attend the meetings of these professional organizations. The institution which does not make provision for extending such opportunity to a large portion of the faculty is short-sighted. Funds expended for travel and substitute teachers constitute an excellent investment. Through attendance at conferences and professional meetings, faculty members may get new ideas, be challenged into thinking about fundamental problems, and secure recognition from colleagues for professional performance. College administrators should make an extra effort to see that these benefits are available to most faculty members.

In conclusion, occasional excellence among faculty personnel can no longer suffice to provide the high level of instruction and research needed by colleges and universities. All members of college and university faculties will need increasingly to display professional devotion to ideals, to become and remain professionally competent in aiding social improvement. Such development should be fostered by carefully designed programs of inservice education—programs which will aim at improving the effectiveness of administrators, teachers, researchers, and special service personnel for the tasks they must perform, and assuring that professional growth shall be continuous. The provision of such programs is vital to the welfare of the nation.

**This Commission strongly recommends that each college and university, with adaptation to local situations, immediately initiate or expand its program of inservice education.**

### Improved Working Conditions

The conditions which surround faculty personnel as they work have a major influence upon the quality of their teaching and of their research. Salaries, personal security, professional rewards, working facilities, and relationships with others are by no means the only factors affecting the quality of faculty performance, but they are important in determining whether or not the faculty personnel for higher education is adequate, both in numbers and in effectiveness.

Low personal and professional morale on the part of college faculty members in 1946-47 would have occasioned no surprise. Salaries were inadequate, classes were large, teaching loads were heavy. The faculty was weary after a succession of wartime emergency programs, and now found itself in the midst of another period of tremendous pressures.

But morale of college faculties was not low. An interview inquiry conducted for the President's Commission on Higher Education in 29 institutions revealed that a large majority of faculty members believed in their profession, in their college, and in their particular jobs. The faculty members felt secure in their positions, were reasonably certain of old-age security. They were well pleased with the results they were achieving; were frankly enthusiastic about the caliber of the students in their classrooms and laboratories. Four out of five wanted to stay with their particular college, and 9 out of 10 wanted to remain in college teaching. These attitudes are borne out also by a similar study conducted for the Commission by the American Association of University Professors.

Teachers frankly recognize the intangible values of being on a college faculty. As previously pointed out, they are in a profession which ranks high in prestige value. The relatively long vacation for faculty and independence in the apportionment of time are also given emphasis in maintaining morale. Most significant of all is the sense of importance of the task, whether it be that of guiding the development of young minds or making new inroads into the endless frontiers of human knowledge.



The results of the surveys were not entirely reassuring, however. Substantial minorities felt that some institutional policies definitely discouraged faculty members with outstanding ability, or disregarded the interests of the faculty in arriving at important decisions. A majority of all teachers expressed dissatisfaction with the lack of freedom of expression accorded them. Nagging frustrations—too many students, too many teaching hours, inadequate instructional materials and library facilities, heavy committee assignments—were referred to with disturbing frequency. Less than half felt they had sufficient opportunity to engage in individual research activities. Housing conditions were highly unsatisfactory for one out of three.

*The greatest source of personal disturbance to faculty members was the compensation received. Fifty percent felt that present incomes were such that continuance in the teaching profession was at a great personal sacrifice; that the quality of their work was being seriously affected by financial worries. It seems evident that the favorable report upon faculty morale will soon be succeeded by an unfavorable one unless faculty salaries are made more adequate.*

## SALARIES AND SALARY POLICIES

The American public has long been aware of the fact that college teachers are poorly paid. It is doubtful, however, that the average citizen realizes how poorly. It is doubtful, too, if he knows how wide is the variation in salary policies.

### *Salaries*

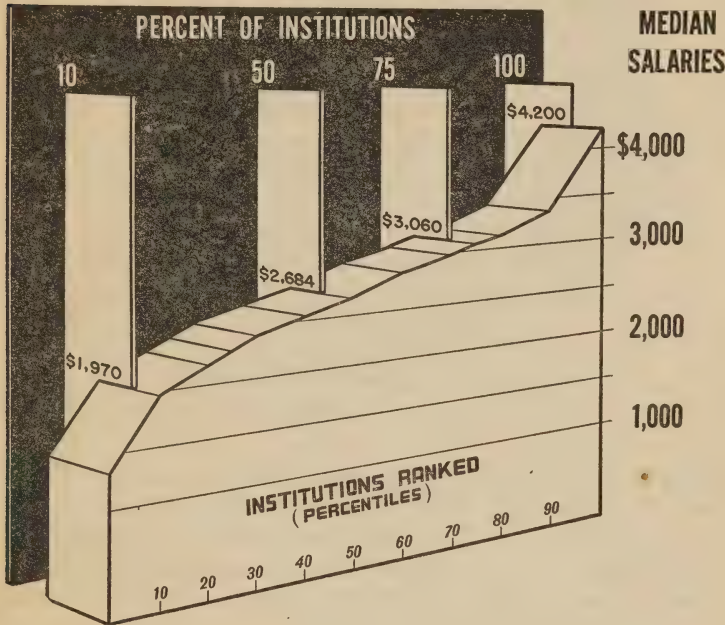
In 1945 a study was made of 257 "strong" institutions. The facts revealed need little interpretation. In 10 percent of these institutions the median salary of the teaching staff was \$1,970 or less for 9 months, the equivalent of about \$2,600 or less per year; in the next 15 percent of the institutions having the next higher salaries, half received \$3,000 per year or less; in half of the institutions the median was under \$3,600 per year, whereas the median salary in 75 percent of the institutions was under about \$4,100 per year. Nor was the staff in the best paying institutions too well off: in the best paying institution half the staff received less than \$5,600 per year. (See Chart 4.)

The unprecedented demand for college teachers deriving from the rapid rise in enrollments has resulted in a general increase in salaries. The 29 institutions included in the interview survey referred to above give revealing information as to the trend in faculty salaries. It is to be noted that these institutions are among the strongest in the country and pay higher salaries than the great majority. Even in these institutions the average salary for teaching faculty in 1946-47 was

CHART 4

# COLLEGE TEACHING SALARIES WAR PERIOD

MEDIAN SALARIES; 1945; AT 257 "STRONG" INSTITUTIONS (9 MONTH BASIS)



Study by North Central Association of Colleges and Secondary Schools of salaries of full-time teaching faculty during 1945 in 257 member institutions of higher education.

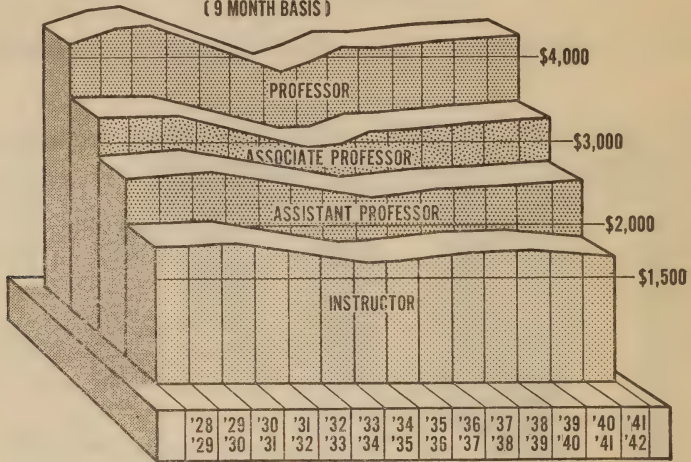
\$3,867 for a 9-month period. This amount becomes more meaningful when it is considered along with an average age of 40½ years and an average teaching experience of 14.3 years. The “average” physician might have about the same experience at a slightly higher age with a net income at least twice that of the teacher. The “average” real estate salesman in a city of 50,000 would have 50 percent more net income.

Salaries of college faculties had been relatively stable prior to World War II; a graph of the median salaries paid professors in 51 land-grant institutions between 1928 and 1942 is almost horizontal. (See chart 5.)

Between the fall of 1940 and the spring of 1947 there had been salary increases of from 7 to 45 percent in various institutions, with an

# COLLEGE SALARIES FROM DEPRESSION TO WAR 1928-1942

MEDIAN SALARIES AT 51 LAND GRANT INSTITUTIONS  
(9 MONTH BASIS)



ACADEMIC YEAR

Study by U. S. Office of Education  
of salaries of full-time personnel

average increase of less than 30 percent. Contemplated additional increases for the fall of 1947 averaged only about 8 percent, which would raise salaries about 32 percent higher than the 1940 fall figure. The United States Bureau of Labor Statistics show that the cost of living had increased about 57 percent from October 1940 to June 1947.

The professor in 1947 taught more students, worked longer hours, shouldered graver responsibilities, and received substantially less real income than he did in 1940. Many institutions were making significant increases, but the majority of the faculty salaries had not kept pace with inflated living costs.

*Most colleges and universities face the prospect of being unable to meet pay rolls unless they can increase their current income or unless they deplete their capital reserve. Raising the salaries of college teachers depends upon sharply increased public and private support of higher education.*

That increase should be prompt, but it will be forthcoming only if educational institutions in cooperation with civic, welfare, labor, and other groups, plan and conduct programs designed to inform the public of the expanding function of higher education and its correspondingly greater needs. The assistance of the press, the radio and of other



media should be enlisted, as was done in the interests of elementary and secondary education, during the spring and summer of 1947. It is not the personal welfare of individual faculty members but the national welfare that is at stake.

In the long run, society gets the kind of faculty for which it is willing to pay. In times of inflation, it is particularly true that salaries play a vital role in determining who will enter and who will remain on the college staff. At all times, however, salary levels are closely related to levels of performance. If society wants excellent college teaching and significant research, it must pay salaries high enough to attract capable persons throughout the entire staff.

### *A Salary Policy for the Future*

Although the amount of salary means a great deal, the inequities of its distribution and the basis and methods of determining initial salary as well as granting increases are even more significant. It is essential that there be a sound salary policy for colleges and universities. The following elements appear to this Commission to be basic:

**The beginning salary should be sufficiently high to meet competition and to attract outstanding talent.**

The emphasis in this recommendation is upon professionally trained personnel of high ability. Partially trained or emergency employees should not receive high beginning salaries, except in a period of great shortage of teachers and then only if related experience is a compensating factor. Several large universities contemplated significant increases in beginning salaries by 1947-48, but these were still insufficient to attract the personnel they desired.

**There should be early increases in salary sufficient to hold excellent teachers and research specialists.**

It is important that the salary schedule encourage promising young men and women to stay in the field of higher education by providing for rapid attainment of a family-level income and establishing the certainty of a reasonable life income. The great exodus from the academic profession occurs between the fourth and seventh year of teaching because, at that point, young instructors see little opportunity to earn income sufficient for their families. Prompt and substantial salary increases for able young people will aid in holding them in the profession, and in their achieving professional adequacy.

**The salary schedule should provide for reasonable increases in salary, based upon satisfactory performance, within each category of rank.**

The normal maximum salary in each rank should be from \$750 to \$1,500 per annum higher than the minimum salary, with some overlapping between progressive ranks.

Many factors other than salary considerations rightfully determine promotion from rank to rank. The attainment of reasonable financial ambitions is too often dependent solely upon changes in academic rank. Regular increases should be recommended for the typical faculty member, and such increases should not be contingent upon rare performance. Additional merit raises should be granted to recognize outstanding competence and reward genuine merit, never solely on the basis of length of tenure.

**The typical salary should provide for the maintenance of reasonable living standards and should reflect recognition of the individual's worth to society.**

It is necessary for morale and required by simple justice that the capable, experienced professor receive significantly more than the inexperienced beginner. Young people will be attracted as much by the possibilities of increasing salaries as by the initial income level. In strong universities, professors' salaries in 1947-48 were about twice that of the instructors; this ratio is certainly not too high.

This principle has not been applied uniformly in the past, and too many violations continue. Because of limited resources some colleges and universities in 1946-47 and 1947-48 were adopting the dangerous expedient of holding increases in professors' salaries to a pittance while increasing instructors' by 35 and 40 percent. The increases for instructors were not too large; those for the professors were much too small. The competent, experienced faculty member, who follows the traditional pattern of standing by his institution and waiting for salary increments and rewards, should not be penalized because he does not sell his services each year in a competitive market; if he is so penalized, the professional morale of the entire faculty may be undermined.

**Salary policies in individual institutions should be determined with the participation of faculty representatives.**

The policies should be clear-cut and understood by all. They should fix the minimum for each rank but have wide flexibility as to maximum salary and should provide for complete freedom of decision for exceptional cases. Such freedom is important in order that the administration can encourage maximum effort and high-quality performance. Altogether too frequently fixed and automatic salary increases, without regard to merit or the contributions a faculty member is making, tend to stifle incentive on the part of the ablest staff members. *It is imperative, therefore, that, within any scale adopted, faculty salaries continue to be related to performance.*

Problems regarding automatic or merit-based increases, differences in competitive situations between departments or colleges, equal salaries for men and women, compensation from outside sources, extra

compensation for some additional collegiate duties, and other similar problems can be solved best at each institution through frank discussion and open facing of facts.

It is encouraging to note the decided trend toward the adoption of stated salary schedules in colleges and universities. According to the United States Office of Education, prior to 1940 only the rare institution had such a statement, whereas in 1946 one institution out of three reported the existence of schedules. It is urged that with the qualifications stated above the practice become universal, and that the administration secure the full cooperation of the faculty in evolving plans.

## PERSONAL AND PROFESSIONAL SECURITY

Salary alone will not assure the degree of security which makes it possible for the individual to devote his energies primarily to increasing his effectiveness as a teacher, a research worker, or an administrator. Among other equally important factors are tenure and promotion policies, protection against hazards, provisions for retirement.

### *Tenure of Position*

Commendable progress has been achieved in establishing suitable protection of tenure for college faculty members; the typical member now feels confident that his position is as stable as he would want it to be. There have been a few reprehensible violations of sound tenure principles in recent years; especially grave have been some attempts to inject political spoils system tactics into decisions involving dismissal or employment of faculty members. **Such violations and attempts are to be condemned in the strongest terms, and should be eliminated by the pressure of informed public opinion and legal sanctions wherever they occur.** It is heartening to observe that both the organized educational profession and the general public are displaying increasing and effective resistance to political aggression directed toward higher education.

Institutional personnel policies should be such that the continued employment of individual faculty members depends exclusively upon professional competency. Abuses of administrative authority in dismissing individual employees should be ended by action of the educational profession itself. Infrequent abuses of permanent tenure by individual faculty members should also be the target of equally vigorous action by the profession. The enactment of legal or statutory regulations guaranteeing permanent tenure can work great harm unless both parties—administration and teachers—are in accord with the spirit of professional integrity; if such spirit prevails, enactment of legislation is hardly necessary.



## *Promotion*

Public recognition of professional advancement in higher education is based on the system of rank, from the fellow or graduate assistant through instructor, assistant professor, and associate professor to professor. There are relatively few institutions, other than junior colleges, which do not have this system of advancement.

Since the individual's salary is usually kept relatively confidential, public recognition through academic rank is almost as important an incentive as income. Some institutions have, in fact, used promotion in rank as a means of keeping salaries at a low level. This practice cannot be condoned; prestige alone will not provide security.

**Promotion from rank to rank should be determined by merit—merit in teaching, research, publications, or other academic service.**

The promotion policies of some institutions are the source of decided faculty dissatisfaction. Good teaching, it is charged, is not recognized when promotions in academic rank are being considered. The charge is made that the sole bases for recognition are the amounts of individual research done and the quantity of publications achieved.

Neither should promotion be based upon the number of years in teaching or research. Time served is not a measure of professional growth. Promotion should be earned, and each advance in rank should be based upon an evaluation of the individual's achievement in the light of carefully developed and commonly accepted standards. As in the determination of a salary scale, such standards should involve active participation of the faculty. The standards should be formulated with the aid of a faculty committee, but preliminary planning and final adoption may very well involve the entire faculty.

## *Provisions for Retirement*

Every member of a college or university faculty in America, after a probationary period, should be covered by an actuarially sound old-age retirement plan. According to the Social Security Administration, almost 92,000 faculty members in 1946 were on the staffs of institutions with retirement plans, so that about 60 percent of the faculty members in the country had this type of protection available to them. Joint contributory plans of retirement should become universal.

The retirement allowances now in prospect for those who have been contributing to retirement plans at the usual 5-percent-of-salary rate for the individual and 5 percent for the institution will not be adequate. Two alternatives present themselves: the rates of contributions of the institution may be raised; or these may be supplemented by also amending the Federal Social Security Act to cover college and university faculty. Because of the heavy financial burden already faced by most employers and employees, the former alternative

is not generally feasible. Without reducing the benefits now available under existing retirement plans, the provisions of the Social Security Act should be amended at once so as to extend old-age and death benefits to all members of college faculties. In the meantime college faculty members should vigorously press for the improvement of existing retirement provisions whether state or privately supported.

### *Protection Against Hazards*

Group life insurance plans and cooperative health and accident protection are also essentials of a satisfactory personnel policy. Adoption of such institution-wide arrangements has been accelerated in the past few years, but their importance to faculty members should make them universally available. In fact, a number of institutions have made both retirement deductions and participation in group insurance and group health plans mandatory upon all new appointees.

If the Federal Government enacts legislation to provide group health insurance, educational institutions should seek to be included. They ought not to repeat the error made earlier when they strongly resisted being included in the provisions of the Social Security Act.

## OPPORTUNITIES TO WORK EFFECTIVELY

A second group of factors which influence working conditions of faculty personnel relate to institutional policies. These include faculty workload, leave policy, working facilities, the practice of partnership in academic matters, and academic freedom.

### *Workload*

Measured by the faculty-student ratios presented in this report, the majority of college instructors in the United States in 1946-47 were assigned classes which were too large. The mere fact that an instructor may receive extra compensation for extra assignments should not blind administrators and instructors to the fact that the overload is harmful to both the teacher and the education of his students. It should not be necessary for the teacher to choose between being overloaded or underpaid; it is unwise for administrators to offer financial temptations to instructors to attempt excessive teaching tasks.

But size or number of classes are not the only factors causing heavy workloads. The pressure upon institutions to conduct military and other contract research, highly desirable in itself, frequently prevents the individual faculty member from being either a capable teacher or a competent research worker. The emphasis upon counseling by classroom teachers adds still more to the responsibility which each must carry; particularly, the increasing number of graduate students en-

tails the necessity of devoting a greater amount of time to give them adequate and necessary guidance. This report constantly has stressed the desirability of faculty participation in matters of curricula and other institutional policies, yet this still further increases the demands upon the time and energy of faculty members.

Finally, the workload of individual faculty members is greatly augmented by the necessity and desire of each to keep abreast not only of his own field but also of national and world affairs. *A fresh social perspective and continuing competence in his subject matter is necessary if the teacher is to stimulate the minds of youth to their maximum development. Above all else, it is the teacher's obligation to maintain his virility of thought.*

The overload borne by college and university administrators is also of serious consequence; it causes inadequate study of basic problems; it leads to faculty and student frustration when decisions and executive action are either hasty or long delayed. Poor internal administrative structure frequently contributes to overloading of administrators. The workload of individual faculty members may be lightened by more effective delegation of responsibilities, wider distribution of committee and other assignments, and greater utilization of younger members of the faculty. But the only real solution of the problem of workload is the employment of additional staff, both at the professional level and at the level of student assistants and clerical help.

### *Leave Policy*

One of the important means of improving the effectiveness of instruction, research, and administration is the establishment of a definite leave policy. Although it should not be mandatory, every professional employee of the institution, including the administrative staff, should be encouraged to take periodic leaves of absence.

Leaves for study, travel, or research are entirely too rare in American higher education. The minimum requisites of a sound institutional leave policy are: three to six months free from teaching duties in every 2-year period, without reduction in scheduled compensation; extended leaves to younger instructors for completion of basic preparation; liberal fellowship and research grants, or revolving loan funds available without interest charges.

Institutions, especially those operating on a semester basis, have frequently found it desirable to give sabbatical leave once in each 7 years, with full pay if for one semester, and half pay for an academic year.

### *Working Facilities*

The most effective policies regarding salaries and personal and professional security will fail their purpose unless the institution improves



the work conditions of its faculty. Often the college or university may, by a supplementary and relatively minor investment enhance the effectiveness of its entire educational program.

Even the obvious need for individual desks and office space for the faculty is too often disregarded. Adequate laboratory apparatus and supplies are as essential as reference books, yet requisitions for both are frequently given niggardly consideration. Maximum utilization of instructional aids will be possible only if the central services, such as suggested in Chapter IV, are adequately equipped. Graphs, charts, motion-picture projectors, and other aids to instruction should be liberally provided in certain departments, even in institutions in which there are central services. Adequate clerical assistance in many cases would make possible fuller utilization of the talents of faculty personnel; the additional cost would be far outweighed by the enhanced effectiveness of the faculty member.

### *Partnership in Academic Matters*

Even though higher educational institutions have a corporate structure with boards of trustees and administrative officers, there are many occasions for cooperative endeavor between the faculty and the administration. The spirit of partnership should prevail; the feeling of co-responsibility will go far toward making the individual faculty member more effective in the organization.

This intangible community spirit has its origin in tangible opportunities to work together in meeting present problems and in formulating plans for the future. Specific opportunities for such teamwork have been indicated throughout this report, but it is so essential a factor in better working conditions that it is here emphasized again.

### *Academic Freedom*

The principles of academic freedom, enunciated in 1941 by a joint committee of the Association of American Colleges, the American Association of Teachers Colleges, and the American Association of University Professors, are generally accepted by the nation's educators. Very few institutions have adopted them formally, however, and it is clear that the general public has little grasp of the practical implications of those principles.

A prime essential of a free society is academic freedom. Without it there can be no real profession of teaching or research. Pressures to bend or twist truth, to stay away from controversial issues about which the professor is competent to speak, and to avoid certain areas of inquiry, are not compatible with the ideal of professional integrity.

*A democratic society has a grave responsibility for maintaining free and untrammelled the avenues of communication and discussion. No society can long remain free when its educational institutions are*

*not free; unfettered institutions are not possible without guarantees of academic freedom for the individual.*

But freedom for the individual implies also the acceptance of basic attitudes toward the preservation of democracy. The faculty member cannot expect to be immune from the obligations and restrictions citizenship imposes. Conversely, the public must not expect renunciation of citizenship rights and of participation in community and national life to accompany the wearing of an academic gown. Both principles are being violated too frequently in our country today.

**Academic freedom, always essential, is even more imperative in periods of tension, whether these tensions are produced by local, national or international issues. It is therefore strongly recommended that a move be launched and carried through by national organizations of laymen to acquaint the American people, including the teaching profession, with the practical implications of academic freedom and the need for championing it as a fundamental national policy.**

## VOLUNTARY ORGANIZATIONS

In the previous chapter, reference was made to the opportunity for inservice education of faculty members provided by voluntary organizations. The invaluable service these organizations have rendered to higher education, and also to the improvement of working conditions in colleges and universities, cannot be overestimated. They have been active also in promoting academic freedom. The national and regional accrediting associations and the professional associations in their separate fields have required certain minimum standards as a basis for accreditation. Other organizations, both State and national, through surveys, reports, and conferences, have advanced the personal and professional status of the faculty. Yet, more remains to be done in coordinating the efforts of all organizations in meeting the challenge of the task ahead.

There is danger, however, that some of these associations may become closed guilds and, in pressing for the more satisfactory conditions for their own members, may lose sight of the total needs of higher education. As they attempt to check on the encroachment of political power, they must themselves avoid encroaching upon the rights of the individual institution.

But the most effective work of all of the organizations and institutions in higher education will be of relatively little value unless the general public realizes its importance. Public support is essential—support commensurate with the prestige which the profession merits.

# Summary and Recommendations

The serious problems which confront higher education today only foreshadow the even greater problems of the years ahead. Accelerating social change, increasing demands for world citizenship, pyramiding technological developments, greater emphasis upon ethical ideals—all create demand for qualities in faculty personnel now too rare on college and university campuses.

The expanding services of higher education to the nation and to the individual, and the return to faculty-student relationships which make possible effective teaching, research, administration, and special services, will entail immediate and continued increases in the number of faculty members now employed.

*If these quantitative and qualitative demands are to be met, immediate steps must be taken to give better preparation to larger numbers of prospective faculty members; to improve the present methods of recruitment, selection, and placement of faculty personnel; to develop and expand inservice education programs; and to enhance the working conditions of all who carry the responsibility for post-high school education.*

To achieve these ends, this Commission makes the following recommendations:

**That graduate schools, which are the primary agency in the preservice education of faculty personnel,**

- (1) provide prospective teachers with a study pattern appropriate for developing broad scholarship and the ability to communicate at the expert level;
- (2) develop adequate training programs for non-teaching activities including administration, research, counseling, and special services;
- (3) develop patterns of study in preparation for relatively new and currently expanding areas of teaching and research such as international relations and adult education;



- (4) assure graduate students the means for continuing personal and professional growth, including the expansion of opportunities for social development, maintaining physical health, and procuring professional aid and counseling; and
- (5) provide faculty personnel with effective programs of in-service education.

**That an internship program for faculty personnel be developed through the cooperation of graduate schools and other institutions of higher education.**

**That a definite designation of competency for college teaching be established in addition to earned degrees, the standards for such competency to be developed by a representative agency.**

**That special consideration be given to the pre- and in-service education of the unprecedented number of teachers needed for the expected expansion of the thirteenth and fourteenth grades.**

**That vigorous recruitment policies be coordinated by a national agency to encourage students of high potentialities to prepare for and enter upon employment in colleges and universities.**

**That more adequate means be developed by educational institutions for the selection of able persons for their staff and for the evaluation of the individual's effectiveness during the probationary period.**

**That a national agency be created or designated to assist capable prospective faculty members in procuring appointments and to aid institutions in acquiring information about such candidates.**

**That both the institution and the individual faculty member accept responsibility for constant improvement in teaching, research, counseling, and administration.**

**That, to this end, definite programs of inservice education be developed or expanded on every college and university campus.** These programs should be adapted to meet local needs, but should include induction of new faculty members, opportunity for group participation, intervisitation and exchange, use of outside resources, the development of central services, directed teaching, and participation in professional organizations.

**That working conditions for faculty members immediately be improved through—**

- (1) salary increases such as to provide income commensurate with those earned in other fields requiring similar preparation;

- (2) the establishment, through cooperative action of the administration and other faculty members, of definite policies regarding salaries and promotions;
- (3) opportunity for participation in group annuity and insurance programs to assure personal and professional security;
- (4) better adjustment of the work load;
- (5) more adequate provisions for special services to faculty members; and
- (6) guaranteeing academic freedom.

**That the institutions and organizations of higher education and appropriate agencies of the Federal Government cooperate in a continuing study of the general problems relating to faculty personnel.**

To translate these recommendations into effective programs of action will require the supreme effort of all in the profession. But this will not be enough; it will require also an awakening of the public to a sense of their responsibility for encouraging the ablest youth of the Nation to choose careers in higher education, for cooperating with local institutions in provision for special services, and for providing funds adequate to meet the expanding needs.

The task ahead of providing faculty personnel adequate for the kind of higher education our Nation requires places a tremendous responsibility upon our democracy. That responsibility is one which must be borne collectively by public and private agencies, by lay and professional citizens, by teachers and administrators. Only pooled efforts can meet the challenge—the challenge to improve democracy by improving higher education.





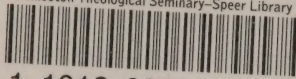








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